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ABSTRACT

This workbook is primarily for use in a workshop to provide information on how land-use decisions are made in Idaho, for what reasons, and with what effect. For students, there are classroom activities that correspond to actual problems of land-use decision making, and suggestions for further study and investigation. For teachers, there are suggestions on simulation games and audio-visual aids. For concerned citizens, there are activities relating to land-use situations existing in Idaho communities. For elected officials and members of planning and zoning commissions, there are suggested ways of looking at problems arising from conflicting demands. (Author/TM)

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FUTURE TENSE

A WORKBOOK
FOR PLANNING THE USE OF LAND



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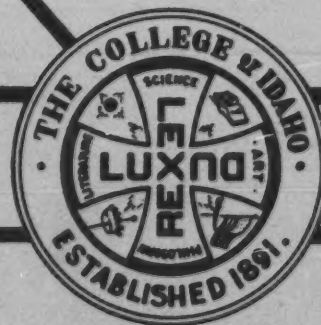
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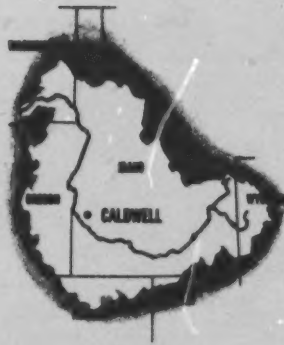
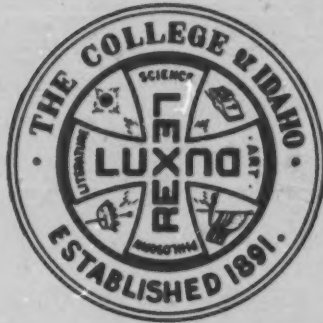
Donna L. Parsons

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

THE COLLEGE OF IDAHO
SNAKE RIVER REGIONAL STUDIES CENTER



SE 027 818



The Snake River Regional Studies Center

The purpose of the Regional Studies Center is to encourage study of the total environment of the Snake River Basin by students, faculty, agencies, industries, organizations and individuals within the Region. Made possible by a grant from the Louis W. and Maud Hill Family Foundation of Saint Paul, Minnesota, it was established in 1970 by The College of Idaho, a private, church-related liberal arts institution.

FUTURE TENSE

A Workbook for Planning the Use of Land

Prepared by:
Regional Studies Center
The College of Idaho
Caldwell, Idaho

Director: Donna Parsons

Writer: Jim Roelofs

1975

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Copies may be obtained from:

The Regional Studies Center
Boone Science Hall, Room 258
The College of Idaho
Caldwell, Idaho 83605
(208) 459-5214

FOREWORD

Problems of land-use change press on our attention with growing insistence: a wilderness area is proposed, suburban shopping centers compete with blighted downtown districts, productive farm land is subdivided for houses, population continues to shift to the cities, pollution hangs in the air, new dams go up — the list seems endless. But extensive as they now seem, such problems are not new; what is fresh is the rising awareness generally that the use of land is a concern of every person, not of just a few.

This workbook springs from a realization that there is a genuine need in Idaho for citizens to know how they can participate in land-use decisions. Specifically, it is designed to provide information on how land-use decisions are made in Idaho, for what reasons, and with what effect. For *students*, there are special *classroom activities* that correspond to actual problems of land-use decision making, and suggestions for further study and investigation. For *teachers*, there are special suggestions on simulation games and audio-visual aids. For *concerned citizens*, there are activities relating to land-use situations existing in Idaho communities. For *elected officials* and *members of planning and zoning commissions*, there are suggested ways of looking at problems arising from conflicting demands.

Additional pertinent information (in the form of readings and bibliography) on the legal and governmental frameworks of land-use control, the planning and implementation processes, and the ecological, historical, and economic bases for planning the use of land should be of interest to all Idahoans, regardless of age or status. While the workbook has been designed primarily for use in workshops, it can be used as a reference manual, or as a guide for learning individually or with any group. Choose whatever seems to apply to your particular need or interest.

We have prepared these materials with an understanding that it is not method and technique that are necessarily required of good citizens and officials, but awareness and commitment. Without a component of meaning and purpose in human action there are only physical and biological facts. Planning in our lives, and especially when we use the resources of the Earth, is a way of guiding human values and social goals through the environmental forces that press about us.

Expert help can always be obtained from scientists and professional planners, but nothing can replace the innovative intelligence of dedicated men and women working at the local level.

Problems of land use will press even harder in the years to come. All of them, individually and collectively, will provide a rich field for study and for involvement. Our aim here has been to provide an access, no matter how tentative, to the field.

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NABOR, IDAHO

A Land-Use Simulation*

Introduction

Some of the most fundamental questions of land use arise when vacant, unused land comes under consideration for development by a community. Before such land is committed to development it is like a blank page on which the decisions of people will be written indelibly for all to see, for better or for worse. Everything that appears there will reflect the judgment of those who decide the course to be taken.

Within the physical limitations of the land, the use a community makes of vacant land will be a function of the community's needs, its values and vision, and the processes by which it makes its decision.

The following activity simulates a land-use problem near the fictional city of Nabor, Idaho, in Elk County, where vacant farm land just outside the boundaries of the city is being considered for possible development. Having completed the activity, each participant should better understand some of these basic concepts related to land-use planning:

- I. Major cities in Idaho are growing and expanding, which requires responsible planning.
 - A. Cities affect the use of surrounding land.
 - B. Cities are affected by use of surrounding land.
 - C. There are alternative uses of land in each case.
- II. The economic, environmental, and social resources of land require planned use.
 - A. Land is a nonrenewable resource.
 - B. As land resources become more scarce their value increases.
 - C. Some uses of a given plot of land are more suitable than others.
- III. Land-use decisions reflect the needs and the values of the community.
 - A. Land-use decisions are relatively permanent.
 - B. The complexity of a community requires exhaustive planning.
 - C. Land-use decisions (as well as indecision) have consequences, both good and bad.

**This can be used as a Classroom Activity or as a Workshop Activity for citizens or officials.*

INSTRUCTIONS FOR LEADER

Materials needed:

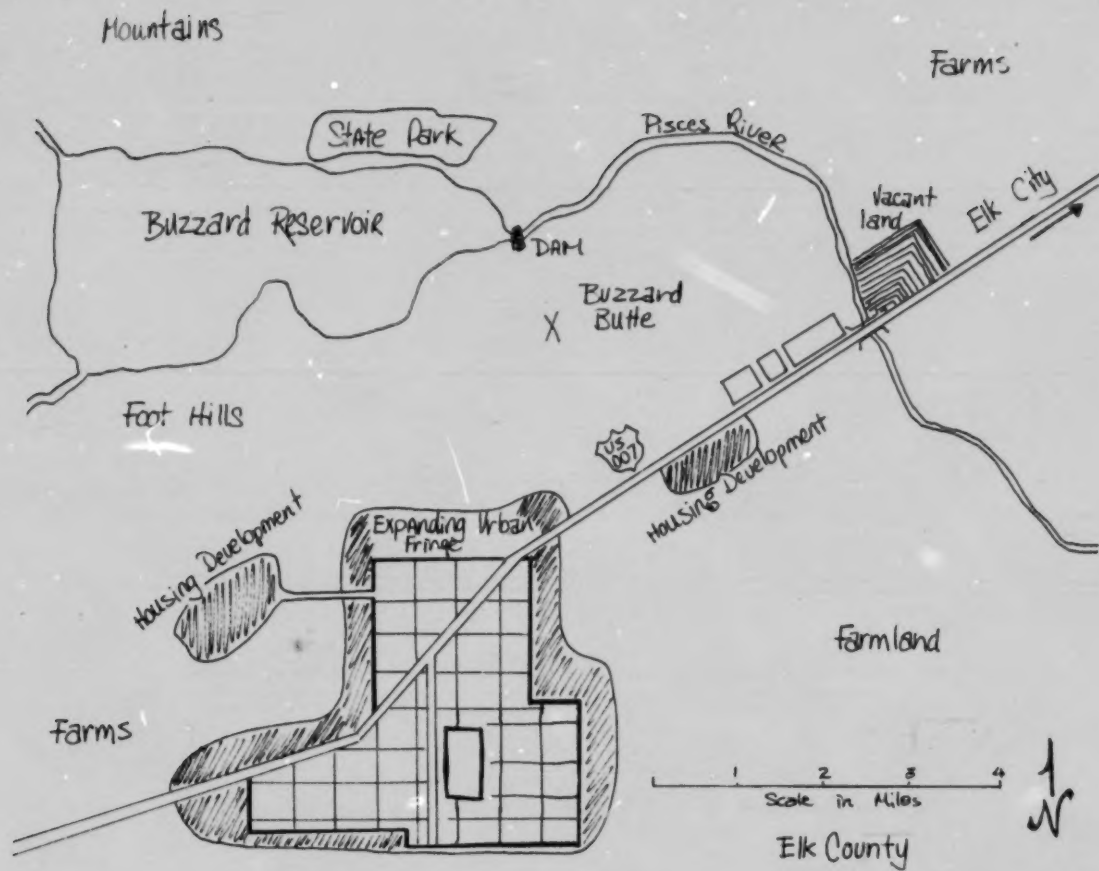
- transparency of map and fact sheet.
- newsprint, butcher paper, or equivalent
- felt-tip pens
- six copies of 'pressure group task sheet'
- one copy of 'Board of county commissioners Task Sheet'

Time required:

- approximately 2 hours (can be adapted to two 1-hour periods for classroom use)

Activity:

- Show 'Elk County' maps and fact sheet on overhead screen. Allow the group five minutes (1) to read them and (2) to list possible uses of the land.
- In open discussion, get suggestions of possible land uses and list them on the blackboard.
- Have the group suggest uses similar to those listed, until you have enough to be categorized under five or six general types of land use, such as *recreation, industry, residence, agriculture*, etc.
- Divide the group according to the categories of land use you have listed. Hand out the 'pressure group task sheets,' assigning each group the following tasks: (1) compose a plan for developing the land use category assigned, and (2) devise a strategy for presenting the plan to the board of county commissioners, who will decide to allow or reject the project. Tell them that 'county commissioners' will be chosen from the groups in about five minutes.
- Choose a board of commissioners, picking one member from each of the pressure groups, give them the 'Board of County Commissioners Task Sheet,' and send them into another room, where they will organize themselves and set about deciding the land-use criteria by which they will later decide on the various development proposals coming from the pressure groups. As an option, you may substitute a planning and zoning commission of not less than three nor more than twelve members to conduct the hearing and make recommendations to the county commissioners. [After July 1, 1975, all cities and counties will be required to have a planning and zoning commission although this may consist of the city councilmen or commissioners themselves if that's the way they want it.]
- Choose one person to serve as the county planner. The planner is a professional whose function is to give advice to the commissioners. As he listens to the proposals of each group, he is to notice any misconceptions, hazards, or possible pitfalls and then make a recommendation to the council as to which, if any, proposal should be accepted. (See Readings for criteria.)
- Convene a 'public meeting' of the board, with one of the commissioners presiding. Each pressure group will present its plan to the board (1) in a three-minute oral presentation, and (2) on paper. More than one member of each group should participate, and the presentation should include illustrations that all can see.
- After the presentations, the board will retire to the other room to make its decision. Allow only 10 minutes. During this time each pressure group will write down the criteria on which they think the decision should be based.
- The board re-enters, announces its decision, and explains briefly its criteria. (Allow five minutes.)
- General discussion wrap-up.
 1. Is the development the best one for the site?
 2. If it is, what can be done to guarantee that future developments in the same area will not change its value?
 3. What would happen to the site if no planning took place?
 4. Would it help to have specific guidelines in the form of a comprehensive plan, rather than having to decide on standards for each case?



Six hundred and forty acres of vacant farm land in Elk County, near Nabor, Idaho, are available for development. What are some possible uses of the vacant land?

Nabor, Idaho - Elk County FACT SHEET

The city's population is 7,000 and rapidly increasing.

The city's suburban fringe is expanding faster than its boundaries.

Demands for more housing, more jobs, more recreational opportunities, and more services are growing with the population.

Electrical power, produced by a hydroelectric plant at Buzzard Dam, is available for industry.

The Pisces River is clean, clear, and well-stocked with game fish. It is a source of irrigation water to the farms and of drinking water to the city. It is too small to be navigated, but logs could be floated on it. It has sandy banks and a gravelly bed — both materials useful for concrete manufacture. The river has not flooded since the dam went up eight years ago.

The foothills and mountains north of Nabor are forested with pine and fir; they are presently managed by the Forest Service. The State maintains Buzzard State Park on the north shore of the reservoir, where there are campsites, a boat dock, and other recreational facilities.

The economy of Nabor is based primarily on the agricultural products produced by surrounding farmlands, but in recent years several industrial firms have located in the area. The mountains and lakes nearby are a seasonal attraction to tourists. The Pisces River is a year-round attraction to anglers.

A four-lane highway, U.S. 007, links Nabor with Elk City, a large metropolitan area 30 miles away.

Most public services, such as schools, libraries, hospitals, and police and fire protection, are being used to their capacity.

Two subdivided housing developments were recently constructed near Nabor, stirring little interest until problems arose concerning water and sewage services and apparent discrepancies of taxation. A number of citizens' groups are now forming to influence zoning decisions.

The Elk County board of commissioners is the elected governing body which must make decisions about the county land that lies vacant along Pisces River. Their decisions about the two subdivisions have lately been under attack. Under Idaho law, the commissioners have the same zoning powers granted to Idaho city councils, and accordingly they may regulate the construction, alteration, and use of buildings or land within their jurisdiction. They may appoint a zoning commission or a joint planning and zoning commission to conduct hearings and make recommendations, or they may act in this capacity themselves.

PRESSURE GROUP TASK SHEET

Group # _____ Land-Use Category _____

You have twenty minutes (1) to compose a plan for development of the vacant farm land, and (2) to devise a strategy for 'selling' your plan to the Board of County Commissioners. Then, in a 'public meeting' you will present your plan to the board for its decision either approving it or disapproving it.

Get organized. Choose a member of your group to record information and to act as a spokesman.

Task A

Within your general land-use category there are many possible kinds of development. Your task is to list at least three uses of the vacant farm land (list more if you have the time) and to itemize some specific consequences of each one.

USE	ADVANTAGES	DISADVANTAGES
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1.

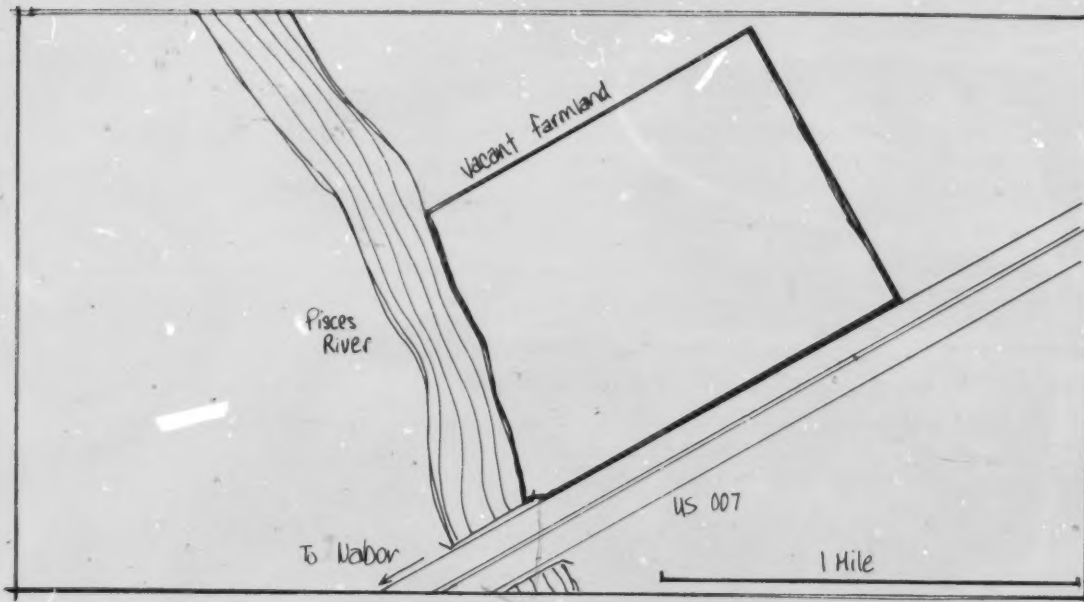
2.

3.

4.

Task B (This page to be submitted to the Board of County Commissioners)

Weighing the relative advantages and disadvantages of your plans for development, decide on a strategy for presenting one of them to the Board of County Commissioners. More than one person in your group must take part in the presentation. Illustrate your plan on a large sheet of paper, using felt-tip pens. You will have three minutes to describe and illustrate your plan at a public meeting.



1. Proposed development:
2. How is it suited to the site?
3. What are its economic and social benefits to the community?
4. What will be its long-term consequences (environmental impact, etc.?)
5. What changes will it bring to the present community?
6. How will adverse impacts be softened?

To be filled in by Board of Commissioners:

The project described above is

☐ Approved

☐ Denied

Task C (To be completed while the Board of Commissioners is making its decision)

List the standards or criteria on which you think the board's decision should be based:

1. Suitability of the site: (freedom from pollution, scenic qualities, soil type, slope, water table, etc.)
2. Economic and social requirements of the community (including services, roads, schools, etc.)
3. Impacts on the community (both short- and long-term):
4. Other
- 5.

BOARD OF COUNTY COMMISSIONERS TASK SHEET

Your group has the responsibility of deciding how a vacant plot of county land will be used. Various pressure groups will submit proposals to you for developing it. You will have to make a decision either approving a specific kind of development or withholding the land from any development at all.

Get organized. Choose a chairman to record the business you transact and to act as spokesman for the board.

Task A

Any plot of land has characteristics that make it suitable for some kinds of use and not for others. Also, good land use requires a community to have some standards, or criteria, for the way it will use any given plot of land.

Take about fifteen minutes to decide some specific criteria by which you will make a decision about any of the proposed developments of the vacant land. These are some things you might consider:

1. Suitability of the site. (Should it be entirely free from pollution, accessible to automobiles, etc?)
2. Economic and social needs of the community. (Should development bring increased tax revenue, should it provide more recreational opportunities, etc?)
3. Impacts on the community. (Do people want more, or less, growth? Will services like fire and police protection, sewers, schools, etc., be required?)

In other words, what are the needs of the community consistent with the characteristics of the land.

Make a chart of your criteria which you can use to evaluate each proposal during task B below.

Proposal	Criteria
1. _____	_____
2. _____	_____
3. _____	_____
4. _____	_____
5. _____	_____
6. _____	_____

Task B

Hold a 'public meeting' at which the various pressure groups will present their proposed developments. Each group will have three minutes to speak and will then submit its written proposal and map.

Task C

After the presentations, adjourn for ten minutes to make a decision. Select one alternative only that most nearly meets the criteria you have developed. If you decide against all the proposed developments, mark them all *denied* and be prepared to justify your decision.

Task D

Announce your decision briefly and tell the criteria that guided you to it.

SHOPPINGTOWN*

Roles for Urban Land Use

Introduction

Problems: crowding, traffic, automobile exhaust, ugliness, loss of historic buildings . . . the thought of them all has made more than one city-dweller sigh, "If only we could start over again!" Unfortunately, in most cases of urban planning it is impossible to start from scratch. People have to do the best they are able with things as they have come to be.

But whether a community starts from the very beginning or from what it considers very nearly the end, it plans for the future in much the same way. Guided by the values and needs of the population, and with its active help, community planners should design the urban environment to meet public goals. At the same time, they must look carefully at the natural resources of the site, decide what kinds of development would be best for each nook and cranny, and pick out those areas that should be preserved because of their scenic or environmental values. Most important, they should institute land-use controls that will efficiently implement public policies and guide the city carefully into the future.

The following activity simulates an urban land-use problem in the fictional city of Shoppingtown, Idaho, where a proposal has been put before the city zoning commission for a shopping center to be constructed downtown. A mall enclosing a wide variety of shops and businesses, the shopping center would be constructed where old buildings are now standing, some of which are derelict, some still used. It would constitute a limited urban renewal project. Before the commission makes a recommendation to the city council, however, it wants to consult the general citizenry by means of public hearings where arguments both for and against the proposed project can be aired. After playing a role in the activity, which simulates one of these hearings, each participant should have a better understanding of certain aspects of urban land-use planning:

- I. The importance of general public involvement in planning.
 - A. The diversity of values and needs in a community.
 - B. The conflicts that arise between equally legitimate, but incompatible, land uses.
- II. The necessity of adjusting land use to the intrinsic suitability of the site for certain uses.
 - A. Physical, biological, and social characteristics that determine land use.
 - B. The changes in the patterns of nature and society caused by urban land use.
- III. The need for responsive government to maintain urban quality.
 - A. Citizen involvement in land-use regulation.
 - B. Methods of implementation.
- IV. The planning and implementation process.

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*Nabor, Idaho, a few years later.

SHOPPINGTOWN

Instructions for Leader

Materials needed:

- transparency of Shoppingtown map and fact sheet for overhead projector
- individual role cards (adjust pack according to the number of participants)
- score card

Time required:

- approximately 1 hour

Activity:

A. With the map and fact sheet projected on a screen, introduce the situation, explain the problem, and outline the following procedure.

B. Hand out the role cards, dividing the class into three groups:

Group A — businessmen, commercial developers, architects, and others who favor building the shopping center. (5-9 members)

Group B — citizens who have organized themselves into a pressure group, Citizens' Action Committee (CAC) in opposition to the project. (5-9 members)

Group C — individuals who represent the general public, as yet undecided about the proposed development but inclined one way or the other by their individual circumstances. (10-14 members)

Allow a few minutes for all to read their role cards. Each participant's role has an intrinsic power to influence the zoning commission's recommendation, depending on which side he aligns himself, for or against the shopping center; this power to influence is rated on each role card as a given number of points.

C. Allow about 10 minutes for groups A and B to organize their arguments for and against the proposal which they will present at a 'public meeting.' During this time members of group C will discuss, according to their respective roles, the criteria by which they will choose to join either group A or group B. (Remind participants to assume their roles as imaginatively as possible.)

D. Convene the public meeting, giving five minutes to group A first to present its case, then five minutes to group B. More than one member from each group should participate in the presentation. Open the meeting for a ten-minute general discussion, during which anyone from groups A, B, or C may testify briefly. (Appoint a timekeeper to give a 9-minute warning or else time may get out of hand.) Ask the speakers to give their name and occupation and to address the commission, not other members of the audience.

- Officials and commissioners don't actually base their decisions on score cards, but influence is a reality of life and this method of scoring the game illustrates the complexity and frustrations of citizen participation in government.

- | SHOPPINGTOWN | |
|------------------|----------------------|
| Score Card | |
| Group A
(For) | Group B
(Against) |
| | |
| Total: | Total: |

19

SHOPPINGTOWN

Instructions for Participants

Glance through your copy of *The Shoppingtown Times*. It was published in the fictional city of Shoppingtown, Idaho, where, you will notice, a proposal has been put before the city council for a shopping center to be constructed downtown.

Pretend you are a resident of Shoppingtown. What interest might you have in the proposed shopping center?

A sheltered mall enclosing a variety of shops and businesses would be constructed where old buildings now stand, some of which are derelict, some still in use. The construction would constitute a limited urban renewal project, and the city zoning commission wants to hold an open hearing before it makes a recommendation to the city council.

You will have the opportunity to testify at the hearing, which will be convened in a few moments.

First, read the role you are to play as a resident of Shoppingtown. Read the description on your role-card carefully. You are to be that person at the hearing. Others who will be present at the hearing are listed on page 18. Find your name on the list. How would you expect some of the others to testify? What influence would you expect them to have? (Your own influence on a scale from 1 to 10 is indicated on your role-card.)

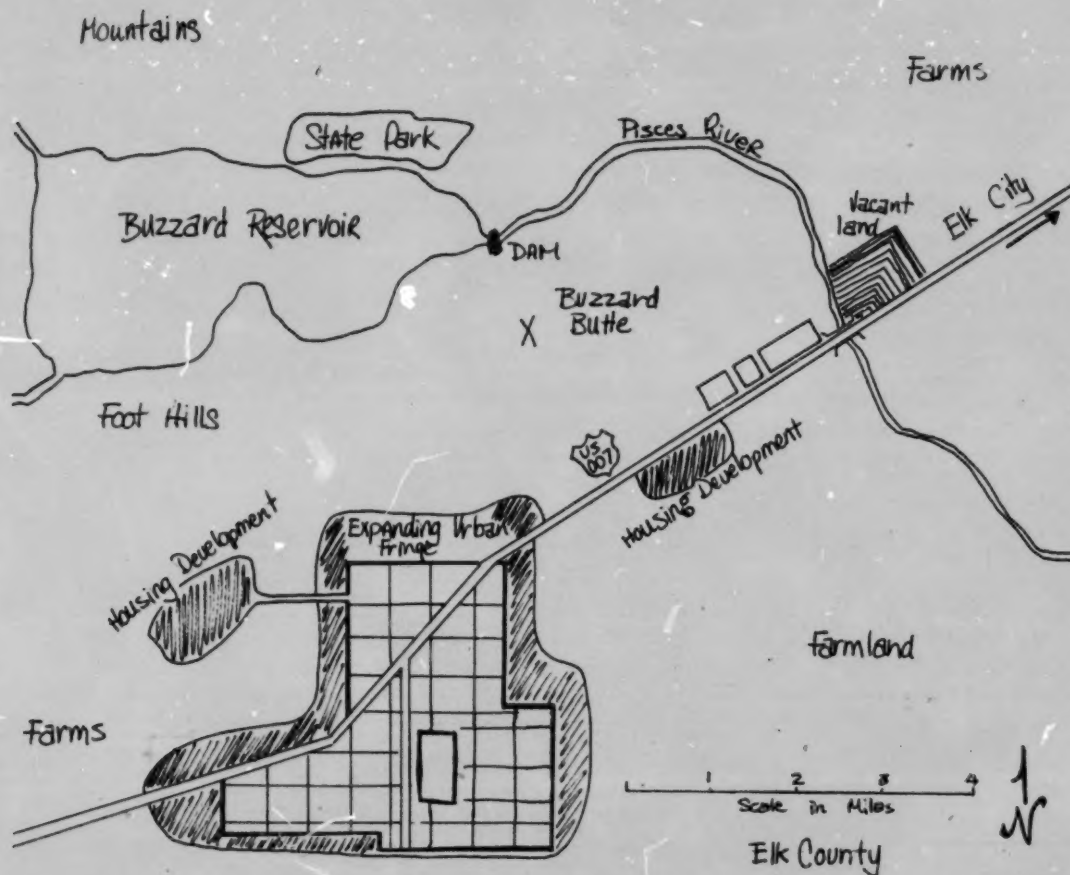
Now, look through the material on the following pages. In addition to the list of people who will be at the hearing, there is a description of Shoppingtown, a description of the proposed development, the agenda of the zoning commission meeting, and other materials which will be used during the simulation.

Once you have familiarized yourself with Shoppingtown and the proposed development, meet with the other members of your group (A, B, or C) and discuss some of the pros and cons of the mall. Groups A and B will be asked to take about ten minutes to develop arguments for and against the proposal which they will present at the public hearing. Group C will discuss the criteria by which they will choose to join either Group A or Group B.

Without worrying too much about specific details such as its initial cost or the exact number of people who will be employed, consider what impact the development will have generally on the community if it is carried out.

- Will it stimulate desirable or undesirable growth?
- Will it improve or disrupt the character of the community?
- What basic rights of citizens are at stake?
- What powers should government have over the development?
- What are some alternatives to it?

And so on. There are as many things to consider as there are individuals whose lives will be affected by such a development. What additional information would you like to have before making this kind of decision? Assuming the city has a planner on its staff, or that a consultant has been hired, what kind of information would you expect him to provide? Devise a role card for a professional planner and add such a person to the game if you wish (Play your role as imaginatively as possible.)



SHOPPINGTOWN, IDAHO

Fact Sheet

Shoppingtown is located in Elk County in southern Idaho.

The city has a current population of about 11,000 persons, but in spite of a net outmigration in the 1960's the population is now growing because of several new industries in the region.

Demands for more housing, more jobs, more recreational opportunities, and more services are growing with the population.

The city's suburban fringe is expanding faster than its boundaries.

Most public services, such as schools, libraries, hospitals, and police and fire protection, are being used to their capacity.

The economy of Shoppingtown is based primarily on the agricultural products produced by surrounding farmlands, but in recent years several industrial firms have located in the area and more use is being made of the city's general businesses. The mountains and lakes nearby are a seasonal attraction to tourists. The Pisces River is a year-round attraction to anglers.

A four-lane highway, U.S. 007, links Shoppingtown with Elk City, a larger metropolitan area about 30 miles away.

The foothills and mountains north of Shoppingtown are forested with pine and fir; they are presently managed by the Forest Service. The State maintains Buzzard State Park on the north shore of the reservoir, where there are campsites, a boat dock, and other recreational facilities.

Electrical power produced by a hydroelectric plant at Buzzard Dam is available for industry.

The Pisces River is clean, clear, and well-stocked with game fish. It is a source of irrigation water to the farms and of drinking water to the city. New industry by the river is required to observe strict water-quality regulations.

Two subdivided housing developments were recently constructed near Shoppingtown, stirring little interest until problems arose concerning water and sewage services and apparent discrepancies of taxation.

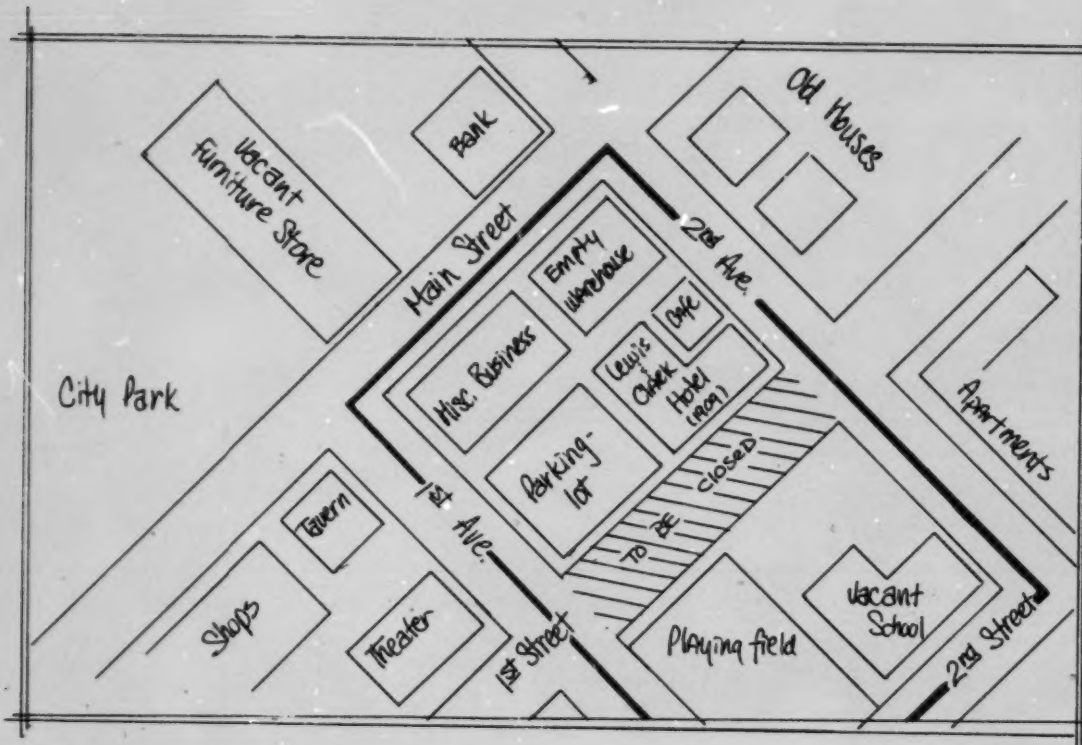
New housing projects and commercial districts northeast of town have drawn some businesses away from the downtown area, leaving quite a few buildings deserted or run-down.

Now a shopping center has been proposed by Pall Mall Development, Inc., of Sacramento, California, to replace the buildings on two city blocks outlined on the map. It would be a large, modern shopping mall including a variety of shops and businesses.

The city has a zoning ordinance, but has not yet adopted a comprehensive plan.

The city council has authority to decide, upon recommendation by the zoning commission, whether the proposed development should go ahead.

A PROPOSAL FOR SHOPPINGTOWN SHOPPING CENTER



AGENDA FOR FINAL PUBLIC HEARING
Special Meeting of the Shoppingtown City Zoning Commission
Regina Studies, presiding

Call to order:

1. Pall Mall Development, Inc., of Sacramento, California, has proposed to the Shoppingtown City Council the construction of a shopping center to be built on parcel 123 and 124, the city blocks bordered by Main Street, Second Street, First Avenue, and Second Avenue.

To increase public participation and to provide access for pertinent information, the Commission is convening a public hearing on this date. All interested parties are invited to be present or to be represented so their views may be offered prior to action necessary for this council to compile its recommendations on the construction proposed.

Any person present may submit oral testimony concerning the proposal.

2. The grounds rules for this hearing are as follows:

Please address your comments to the Commission and not to others of the public who are testifying.

Please give your name and occupation.

Please make your comments as brief as possible. We have a short time schedule. A timekeeper may remind you of this fact.

Advocacy groups will be heard first. A general discussion will follow.

All present will be asked to submit their opinion either approving or disapproving the proposed development.

3. Thank you for your attendance.

Roster of those present at Shoppingtown City Zoning Commission Meeting:

GROUP A — Businessmen, commercial developers, architects, and others who favor building the shopping center and have promoted it.

1. Angela Hemmer — manager of a women's clothing store.
2. Dan Hancock — real estate developer.
3. Jay Nickols — manager of a large department store downtown.
4. Susanne Krump — local building consultant to Pall Mall Development, Inc.
5. Ernest Jones — President of Shoppingtown's Chamber of Commerce.
6. Ester Kagle — housewife interested in community affairs.
7. John Sawyer — executive vice president of a large local lumber company.
8. Robert Burnside — farmer.
9. Harvey Mann — regional representative of Pall Mall Development, Inc.

GROUP B — Citizens who have organized themselves into a pressure group, Citizen's Action Committee (CAC), in opposition to the project.

1. Margaret Reed — city librarian.
2. Ruth Acton — housewife concerned about community affairs.
3. James Tower — sociology professor at a local community college.
4. Harriet Boardman — principal of Shoppingtown Senior High School.
5. Katherine Arber — chairman of the city park board.
6. Jerry Johnson — manager of Lewis and Clark Hotel.
7. Charlotte Ann Devon — farmer's wife concerned about agricultural land.
8. Harry Chow — owner and manager of cafe.
9. Feliberto Anchustegi — manager of a local development firm.

GROUP C — Individuals who represent the general public, as yet undecided about the proposed development but inclined one way or the other by their individual circumstances.

1. Arnold Applegate — doctor.
2. Grover Dreedle — retired army officer.
3. William Armstrong — accountant.
4. Vic Angelos — manager of a shoe store.
5. Mason Jones — owner and manager of a tavern.
6. Marie Martinez — leader of an organization representing migrant workers.
7. Sally Goodwin — housewife active in church and local affairs.
8. Beatrice Stella — secretary for a construction firm.
9. Christine Spiro — college student.
10. Mildred Most — housewife with husband on city council.
11. Norma Mason — manager of apartment complex.
12. Bess Foster — store clerk.
13. Tanya Miller — school teacher at the junior high school.
14. Lloyd Devon — farmer.

Note: As members of the economic community, Group A collectively has a lot of influence with local government — more than Group B — but either group can determine the decision of the Commission by persuading the undecided members of Group C to accept its point of view.

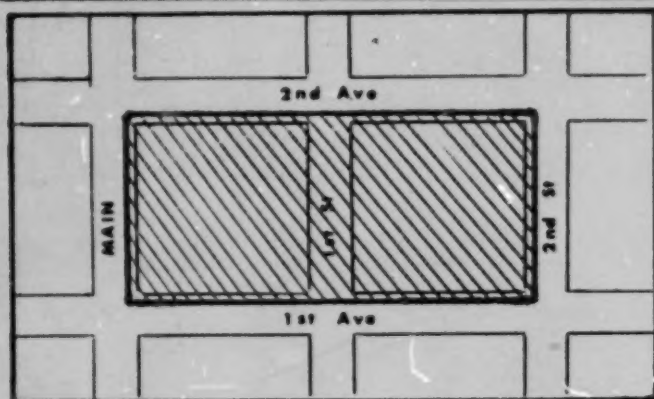
The Shoppingtown News

68th year

"Dedicated to community growth"

Shoppingtown, Idaho

15¢



Plans for a shopping center on Main St. and 1st Ave. were shown to area merchants yesterday by representatives of Pall Mall Dev.,

Inc. The center would be a covered mall enclosing eight to twelve shops and businesses.

Pall Mall Officials Meet Local Merchants

Shoppingtown merchants met yesterday over lunch with officials of Pall Mall Development, Inc., from Sacramento, California, who are in the area to discuss plans for a shopping center downtown. Mr. Harvey Mann, regional representative of the company, said he met with area businessmen to answer questions and "to neutralize criticism."

His company has proposed to build in an area designated last year as a possible site for urban renewal. The City Zoning Commission will hold a public hearing on the proposal tomorrow night at 8 p.m. in the High School Cafeteria (see related story, col. 4.)

"There has been a lot of misunderstanding about the mall," Mann said. "We want to be sure that everyone gets the facts." He said most questions concerned lease prices, floor space, and furnishings, but that some merchants raised questions about management from out of state, environmental impacts, closure of 1st Street, and compensation for owners of property where the mall would be built.

"People have only to look at our other developments to see that this will be the best thing

for Shoppingtown," said Mann, referring especially to Garden Gate Mall in Elk City which was built by Pall Mall, Inc.

Members of a group opposed to the proposal and calling themselves the Citizens Action Committee (CAC) have said it was comparisons with Elk City that argue against the mall. Ruth Acton, CAC organizer, at their first meeting last week said, "Garden Gate has created a mess.

It is impossible to find a parking space downtown, even if you want to endure the oily air long enough to shop. It has ruined a beautiful part of that city."

In reply to such criticism, Mann said the merchants simply do not agree. "Our lunch today was friendly, and, I hope, helpful to those who are interested in seeing Shoppingtown grow."

He plans to meet tomorrow with members of the City Zoning Commission and other officials. In addition to plans for the proposed shopping center, Mann will show city officials plans for possible development elsewhere in the area, including an apartment complex and condominium.

Alfalfa Seed Growers Attend Short Course

Alfalfa Seed Growers from all sections of the northwest will converge on Shoppingtown next Wednesday for a short course in seed cultivation. County Extension Agent Lee Cutter announced registration procedures for the course, which will be held at the county fair grounds in the evening, beginning at 8:00, Wednesday and Thursday.

The agenda includes reports from alfalfa seed growers in

Washington, Oregon, Utah, Nevada, and California. Group discussion and practical demonstrations will be held on bee management and insect control.

Cutter said registration for both nights would be \$5.00 to cover materials and refreshments. Registration forms may be obtained from the County Extension Office or at the door on the first night.

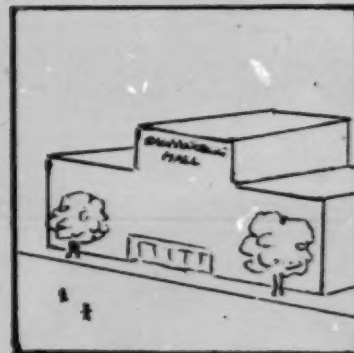
Pool Opens Saturday

Shoppingtown City Swimming Pool will open for the season this Saturday at 1:30 p.m. with free swimming for everyone.

Season ticket prices are the same as last year—\$20.00 for a family ticket and \$10.00 for an individual ticket.

Swim team begins at 10:00 a.m. Monday morning. Registration is \$2.00. The first two practices are Monday at 10 a.m. and 5:30 p.m. Swim team suits should be ordered immediately at the Shoppingtown Se Store.

The interior of the pool has been repainted and the Shoppingtown Lions Club has painted the bleachers. Work on the deck and dressing rooms will be done this fall.



This sketch depicts the architect's view of a shopping center proposed for downtown Shoppingtown.

Shoppingtown Crime Increases

Figures released yesterday by the County Sheriff's office show that vandalism and major crime in Shoppingtown have increased 34% in the past year. Sheriff Laurence Bulmer said his force is "stretched to its limit" and cannot cover its patrols as thoroughly as he would like.

"A vandal has just too much time to smash a window and get away," he said. "We can't be everywhere at the same time." Sheriff Bulmer said he has asked for at least one more patrol car and two new men.

Similar figures in Elk City show a crime rise of nearly 42% for the same period. "It's something we'll have to learn to live with, I guess," said Sheriff Bulmer. "It's happening all over the country."

City Zoning Commission To Hold Hearing

A public hearing on a shopping center proposed by Pall Mall Development, Inc., will be held tomorrow night at 8 p.m. in the High School cafeteria, according to Commission chairman Regina Stoddes. The Commission, which must make a recommendation to the City Council about the proposed development, expects to hear testimony from any members of the public who wish to testify.

Mrs. Stoddes said that because the proposal has stirred so much interest and controversy in the area all points of view will be given a fair hearing. Representatives of the company and interest groups will speak first, then the hearing will be opened for general discussion, she said.

WEATHER

Clear and sunny
Highs 75-80°
Lows 50-55°
Chance of Precip. 5%
Winds 3-5 mph.

EDITORIAL

Once again the emotional voices of extreme environmentalists have attempted to drown out a reasonable discussion of issues. The attempt by CAC members to impose their limited wishes on the rest of the community is an embarrassment to everybody.

Last Saturday when spokesmen for Pall Mall Development, Inc. tried to describe their plans for improving the city center, members of CAC repeatedly raised questions that have long since been answered by expert opinion. Their diversionary tactics at the meeting were not appreciated by many.

A no-growth stand is irresponsible, especially now when such a good opportunity has come to this area. There is no such thing as progress without growth--growth in income, growth in population, and growth in services.

The plan for redeveloping the downtown area promises all of these for Shoppingtown.

Representatives of Pall Mall have put before the public specific information about the benefits that will come with their building. All that CAC has to offer are emotional prophecies about "environmental deterioration." It is deterioration that we are attempting to prevent by active construction and progress.

"No matter what may be your lot in life, build something on it."

JOHN SAWYER LUMBER COMPANY

"Building for a better tomorrow"

Wilderness Cabins-----as low as \$5,000.

Prefabricated "log" cabins complete with
wood-burning stove, bunks, and furniture.



EASY TERMS



"Don't lock up our resources."

Local

Briefs

CELEBRATE BIRTHDAY

Mr. & Mrs. John Sawyer were guests of the Dan Hancocks for dinner at the Golden Eagle in Elk City Friday night to celebrate Mrs. Hancock's birthday. William Sawyer, who manages the Elk City restaurant, joined them during the evening for a visit.

HOME FROM VACATION IN HAWAII

Margaret Reed arrived home last Thursday from Hawaii where she has been visiting her sister who lives in Waikiki. She reports a pleasant stay, although it was a little cooler and windier than usual for Hawaii. She is very glad to be home again in Shoppingtown and thinks it is the best place there is to live.

RECENT VISITOR FROM GERMANY

A recent visitor in the home of Mr. & Mrs. Robert Burnside was Andrew Steiger of Germany. He had been a former employee of the Burnside about 10 years ago.

FLY TO SWEDEN

Mr. & Mrs. Ernest Jones flew to Stockholm, Sweden last week to attend the Food Fair held there. They also visited in Denmark before returning home. They were gone for a week.

"Optimists are often as wrong as pessimists, but they have alot more fun."

Letters to the Editor

Editor:

Now is the time to do some rational thinking. Editorials in this paper have told you the big decision is due and that it's up to you: the big controversy is Wants vs. Needs. Well, I'm sure no one who really wants something is going to say he doesn't need it, and so it all comes down to the same thing.

The fact is, that the editors of this paper want the Pall Mall shopping center, so they're bound and determined to convince people they need it.

Appealing once again for a rational discussion of this issue, I am

To the editor:

I would like to take this space to thank all those who participated in, and contributed to, this year's bake sale. The Women's Society collected \$87.50, which will go far to meet this year's goal of \$500 for the scholarship fund.

Sincerely yours,

Sally Goodwin

Sincerely yours,

James Tower

Group A

Influence points: 8

ANGELA HEMMER

Angela Hemmer is the manager of a women's clothing store which has been offered space in the new shopping mall. Valuing every new current of fashionable opinion, she believes that the community will buy what it wants--if it is made attractive to them. Her home, where she lives alone as she is divorced, is presently located above her shop, one block away from the proposed development.

(In the role of Angela Hemmer you are a member of a group of businessmen, commercial developers, architects, and others who favor building the shopping center. As members of the economic community, you have a lot of influence with local government--more than Group B--but in order to promote the development successfully you must persuade the undecided members of group C to accept your point of view.

As a group you must justify your support of the shopping center by pointing out its advantages to the community. Some things you may want to consider are these:

Will it stimulate desirable growth? Will it bring new revenues?
Will it improve the character of the city? Should government be able to control such developments?)

Group A

Influence points: 10

DAN HANCOCK

Dan Hancock is a real estate developer whose business has been involved in Shoppingtown's physical growth in recent years. Valuing immediate economic benefits, he believes in the freedom of people to undertake any project they think will be profitable. His home, where he lives with his wife and two daughters, is presently parked in one of his company's trailer parks just outside of town.

(In the role of Dan Hancock you are a member of a group of businessmen, commercial developers, architects, and others who favor building the shopping center. As members of the economic community, you have a lot of influence with local government--more than Group B--but in order to promote the development successfully you must persuade the undecided members of Group C to accept your point of view.

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Group A

Influence points: 10

JAY NICKOLS

Jay Nickols is the manager of a large department store downtown. Valuing a high material standard of living, he believes in continued economic growth. His home, where he lives with his wife and 16-year-old son, is near the downtown area.

(In the role of Jay Nickols you are a member of a group of businessmen, commercial developers, architects, and others who favor building the shopping center. As members of the economic community, you have a lot of influence with local government--more than Group B--but in order to promote the development successfully you must persuade the undecided members of Group C to accept your point of view.

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Group A

Influence points: 8

SUSANNE KRUMP

Susanne Krump is a local building consultant to Pall Mall Development, Inc., the firm that has proposed the shopping center. Her husband works for a large lumber company. Valuing a pleasant urban environment, she believes in designing the most consistent and attractive downtown area possible. She lives with her family in a Shoppingtown townhouse apartment.

(In the role of Susanne Krump you are a member of a group of businessmen, commercial developers, architects, and others who favor building the shopping center. As members of the economic community, you have a lot of influence with local government--more than Group B--but in order to promote the development successfully you must persuade the undecided members of Group C to accept your point of view.

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Will it improve the character of the city? Should government be able to control such developments?)

Group A

ERNEST JONES

Influence points: 10

Ernest Jones is the President of Shoppingtown's Chamber of Commerce. Valuing good citizenship, he believes everything should be done to promote civic pride. His home, where he lives with his wife and five children, is located in a newer part of town.

(In the role of Ernest Jones you are a member of a group of businessmen, commercial developers, architects, and others who favor building the shopping center. As members of the economic community, you have a lot of influence with local government--more than Group B--but in order to promote the development successfully you must persuade the undecided members of Group C to accept your point of view.

As a group you must justify your support of the shopping center by pointing out its advantages to the community. Some things you may want to consider are these:

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Will it improve the character of the city? Should government be able to control such developments?)

Group A

ESTER KAGLE

Influence points: 6

Ester Kagle is a housewife who has become interested in community affairs. Valuing the advances she believes the community has made in the past, she believes new projects will revitalize the city. She lives with her husband, who is a retired railroad worker, in the older part of town. Her children are grown and have families of their own.

(In the role of Ester Kagle you are a member of a group of businessmen, commercial developers, architects, and others who favor building the shopping center. As members of the economic community, you have a lot of influence with local government--more than Group B--but in order to promote the development successfully you must persuade the undecided members of Group C to accept your point of view.

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Will it improve the character of the city? Should government be able to control such developments?)

Group A

Influence points: 10

JOHN SAWYER

John Sawyer is an executive vice president of a large local lumber company whose products may be used in the proposed construction. Valuing expanded business for his company, he believes private enterprise should be able to proceed without government controls. His house, where he lives with his wife and three children, is just outside the city limits.

(In the role of John Sawyer you are a member of a group of businessmen, commercial developers, architects, and others who favor building the shopping center. As members of the economic community, you have a lot of influence with local government--more than Group B--but in order to promote the development successfully you must persuade the undecided members of Group C to accept your point of view.

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Will it improve the character of the city? Should government be able to control such developments?)

Group A

Influence points: 8

ROBERT BURNSIDE

Robert Burnside is a farmer whose property tax has been raised because of recently constructed subdivisions near his land. Valuing a traditionally rural way of life, he believes modernization should be encouraged to stay in the city.

(In the role of Robert Burnside you are a member of a group of businessmen, commercial developers, architects, and others who favor building the shopping center. As members of the economic community, you have a lot of influence with local government--more than Group B--but in order to promote the development successfully you must persuade the undecided members of Group C to accept your point of view.

As a group you must justify your support of the shopping center by pointing out its advantages to the community. Some things you may want to consider are these:

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Will it improve the character of the city? Should government be able to control such developments?)

Group A

HARVEY MANN

Influence points: 10

Harvey Mann is a regional representative of Pall Mall Development, Inc., who has proposed the Shoppingtown development. After 19 years with the company, he is devoted to its interests. Valuing the economic benefits that have come from other, similar developments, he believes every community should welcome Pall Mall's business. His permanent home is in California, though he is living temporarily in nearby Elk City.

(In the role of Harvey Mann you are a member of a group of businessmen, commercial developers, architects, and others who favor building the shopping center. As members of the economic community, you have a lot of influence with local government--more than Group B--but in order to promote the development successfully you must persuade the undecided members of Group C to accept your point of view.

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Will it stimulate desirable growth? Will it bring new revenues?
Will it improve the character of the city? Should government be able to control such developments?)

Group B

MARGARET REED

Influence points: 6

Margaret Reed is the city librarian. Valuing the relative quiet of a small city like Shoppingtown, she believes a large commercial development will disrupt the peacefulness and safety of the downtown area. She is a widow living alone in the older part of town.

(In the role of Margaret Reed you are a member of a group which calls itself the Citizen's Action Committee (CAC), an organization of citizens who oppose the shopping center development because it appears to be environmentally unsound. As a group you have less influence than Group A, but you could prevent the development by persuading members of Group C to accept your point of view.

As a group you must justify your opposition to the shopping center by pointing out its disadvantages. Some things you might consider are these:

Will it stimulate undesirable growth? Will it bring new costs?
Will it alter, for the worse, the character of the city? Should private industry have the only say in whether such developments occur?)

Group B

RUTH ACTON

Influence points: 6

Ruth Acton is a housewife who has become concerned about community affairs. She is an active member of the League of Women Voters. Valuing a healthful environment for her family, she believes in controlling the adverse effect of unplanned urban growth. Her home, where she lives with her husband and family of two, is near the junior high school.

(In the role of Ruth Acton you are a member of a group which calls itself the Citizen's Action Committee (CAC), an organization of citizens who oppose the shopping center development because it appears to be environmentally unsound. As a group you have less influence than Group A, but you could prevent the development by persuading members of Group C to accept your point of view.

As a group you must justify your opposition to the shopping center by pointing out its disadvantages. Some things you might consider are these:

Will it stimulate undesirable growth? Will it bring new costs?
Will it alter, for the worse, the character of the city? Should private industry have the only say in whether such developments occur?)

Group B

JAMES TOWER

Influence points: 6

James Tower is a sociology professor at a local community college. Valuing the small-town atmosphere of Shoppingtown, he believes commercial growth should be limited. He is a bachelor and lives alone near the college.

(In the role of James Tower you are a member of a group which calls itself the Citizen's Action Committee (CAC), an organization of citizens who oppose the shopping center development because it appears to be environmentally unsound. As a group you have less influence than Group A, but you could prevent the development by persuading members of Group C to accept your point of view.

As a group you must justify your opposition to the shopping center by pointing out its disadvantages. Some things you might consider are these:

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Will it alter, for the worse, the character of the city? Should private industry have the only say in whether such developments occur?)

Group B

HARRIET BOARDMAN

Influence points: 8

Harriet Boardman is the principal of Shoppingtown Senior High School. Valuing the unspoiled natural resources around Shoppingtown, she believes the area's expansive growth should be held in check. Her home, where she lives with her husband and two children, is located on a small farm plot not far from town.

(In the role of Harriet Boardman you are a member of a group which calls itself the Citizen's Action Committee (CAC), an organization of citizens who oppose the shopping center development because it appears to be environmentally unsound. As a group you have less influence than Group A, but you could prevent the development by persuading members of Group C to accept your point of view.

As a group you must justify your opposition to the shopping center by pointing out its disadvantages. Some things you might consider are these:

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Will it alter, for the worse, the character of the city? Should private industry have the only say in whether such developments occur?)

Group B

KATHERINE ARBER

18j
Influence points: 8

Katherine Arber is the chairman of the city park board. Valuing the recreational and aesthetic resources of Shoppingtown, she believes that open space and old building styles should be preserved. Her home, an old house where she lives with her husband--a carpenter--might be condemned if the shopping center is constructed.

(In the role of Katherine Arber you are a member of a group which calls itself the Citizen's Action Committee (CAC), an organization of citizens who oppose the shopping center development because it appears to be environmentally unsound. As a group you have less influence than Group A, but you could prevent the development by persuading members of Group C to accept your point of view.

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Will it alter, for the worse, the character of the city? Should private industry have the only say in whether such developments occur?)

Group B

JERRY JOHNSON

Influence points: 8

Jerry Johnson is the manager of the Lewis and Clark Hotel, one of Shoppingtown's original buildings, threatened by the new shopping center. Valuing continuity with the past, he believes historic sites should be maintained intact. He and his wife live in the hotel.

(In the role of Jerry Johnson you are a member of a group which calls itself the Citizen's Action Committee (CAC), an organization of citizens who oppose the shopping center development because it appears to be environmentally unsound. As a group you have less influence than Group A, but you could prevent the development by persuading members of Group C to accept your point of view.

As a group you must justify your opposition to the shopping center by pointing out its disadvantages. Some things you might consider are these?

Will it stimulate undesirable growth? Will it bring new costs?
Will it alter, for the worse, the character of the city? Should private industry have the only say in whether such developments occur?)

Group B

CHARLOTTE ANNE DEVON

Influence points: 5

Charlotte Anne Devon is a farmer's wife who is concerned about the fate of agricultural land around Shoppingtown. Valuing the openness of the valley, she is afraid that more commercial development in town will crowd into the surrounding countryside.

(In the role of Charlotte Anne Devon you are a member of a group which calls itself the Citizen's Action Committee (CAC), an organization of citizens who oppose the shopping center development because it appears to be environmentally unsound. As a group you have less influence than Group A, but you could prevent the development by persuading members of Group C to accept your point of view.

As a group you must justify your opposition to the shopping center by pointing out its disadvantages. Some things you might consider are these:

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Group B

HARRY CHOW

Influence points: 7

A direct descendent of one of the first Chinese families in Shoppingtown, Harry Chow is the owner and manager of a cafe threatened by the proposed shopping center. Valuing family traditions, he believes he should be able to continue in the business his father began. He and his family live above the cafe.

(In the role of Harry Chow you are a member of a group which calls itself the Citizen's Action Committee (CAC), an organization of citizens who oppose the shopping center development because it appears to be environmentally unsound. As a group you have less influence than Group A, but you could prevent the development by persuading members of Group C to accept your point of view.

As a group you must justify your opposition to the shopping center by pointing out its disadvantages. Some things you might consider are these:

Will it stimulate undesirable growth? Will it bring new costs? Will it alter, for the worse, the character of the city? Should private industry have the only say in whether such developments occur?)

Feliberto Anchustegi is the manager of a local development firm who for years has planned some kind of development downtown. Valuing local initiative, he believes Shoppingtown's own businessmen should undertake any improvement projects. He lives with his family on a small farming operation near town.

(In the role of Feliberto Anchustegi you are a member of a group which calls itself the Citizen's Action Committee (CAC), an organization of citizens who oppose the shopping center development because it appears to be environmentally unsound. As a group you have less influence than Group A, but you could prevent the development by persuading members of Group C to accept your point of view.

As a group you must justify your opposition to the shopping center by pointing out its disadvantages. Some things you might consider are these:

Will it stimulate undesirable growth? Will it bring new costs?
Will it alter, for the worse, the character of the city? Should
private industry have the only say in whether such developments
occur?)

Group C

ARNOLD APPLEGATE

18m
Influence points: 9

Arnold Applegate is a doctor whose office is near the center of town. Valuing the close personal contact between a doctor and his patient that is possible in a small town, he has invested in land for a private medical clinic in Shoppingtown and has decided to settle here permanently with his wife and two teenage children.

(In the role of Arnold Applegate you are a member of the general public, as yet undecided about the proposed development, but interested enough to come to the public hearing on the matter. You can influence the decision of the city council by joining either Group A or Group B, for or against the project.

Before you join either group you should decide on the criteria by which you will choose to approve or disapprove the shopping center. You might consider questions like these:

What standards do you hold for building design, traffic, pollution, population, economic growth, etc.?

Should development and growth be promoted with, or without, community planning?

What changes would you not want to see happening to your community?)

Group C

GROVER DREEDLE

Influence points: 5

Grover Dreedle is a retired army officer who has moved to Idaho from California. Valuing the abundant wildlife resources in the surrounding countryside, he plans to settle with his wife in Shoppingtown so he can hunt and fish, and, perhaps, someday open a small sporting goods store.

(In the role of Grover Dreedle you are a member of the general public, as yet undecided about the proposed development, but interested enough to come to the public hearing on the matter. You can influence the decision of the city council by joining either Group A or Group B, for or against the project.

Before you join either group you should decide on the criteria by which you will choose to approve or disapprove the shopping center. You might consider questions like these:

What standards do you hold for building design, traffic, pollution, population, economic growth, etc.?

Should development and growth be promoted with, or without, community planning?

What changes would you not want to see happening to your community?)

Group C

WILLIAM ARMSTRONG

Influence points: 7

William Armstrong is an accountant, though he plans to retire in two years. Valuing the economic returns of his own investment in land, he believes in a completely free market for the sale and development of land. His son, a young lawyer, opposes the shopping center.

(In the role of William Armstrong you are a member of the general public, as yet undecided about the proposed development, but interested enough to come to the public hearing on the matter. You can influence the decision of the city council by joining either Group A or Group B, for or against the project.

Before you join either group you should decide on the criteria by which you will choose to approve or disapprove the shopping center. You might consider questions like these:

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Should development and growth be promoted with, or without, community planning?

What changes would you not want to see happening to your community?)

Group C

VIC ANGELOS

Influence points: 8

Vic Angelos is the manager of a shoe store who has been offered floor space in the mall, but he has not committed himself. Valuing the healthful environment of the city in the past, he has always supported plans for parks, bike paths, and so on. He and his family live near the city park.

(In the role of Vic Angelos you are a member of the general public, as yet undecided about the proposed development, but interested enough to come to the public hearing on the matter. You can influence the decision of the city council by joining either Group A or Group B, for or against the project.

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Should development and growth be promoted with, or without, community planning?

What changes would you not want to see happening to your community?)

Group C

MASON JONES

Influence points: 6

Mason Jones is the manager of a tavern that will have to be sold if the shopping center is constructed. Valuing immediate returns for investments, he believes that—whatever happens—he should get a fair deal. A bachelor, he lives temporarily in the Lewis and Clark Hotel.

(In the role of Mason Jones you are a member of the general public, as yet undecided about the proposed development, but interested enough to come to the public hearing on the matter. You can influence the decision of the city council by joining either Group A or Group B, for or against the project.

Before you join either group you should decide on the criteria by which you will choose to approve or disapprove the shopping center. You might consider questions like these:

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Should development and growth be promoted with, or without, community planning?

What changes would you not want to see happening to your community?)

Group C

MARIE MARTINEZ

Influence points: 6

Marie Martinez is the leader of an organization representing migrant laborers. Valuing fairness, she believes that living and working conditions for her people should be improved. She and her family of eight live in a house south of the downtown area.

(In the role of Marie Martinez you are a member of the general public, as yet undecided about the proposed development, but interested enough to come to the public hearing on the matter. You can influence the decision of the city council by joining either Group A or Group B, for or against the project.

Before you join either group you should decide on the criteria by which you will choose to approve or disapprove the shopping center. You might consider questions like these:

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Should development and growth be promoted with, or without, community planning?

What changes would you not want to see happening to your community?)

Group C

SALLY GOODWIN

Influence points: 5

Sally Goodwin is a housewife, active in church and local affairs. Valuing close family ties, she believes her four school-age children should be given the opportunity to grow up in safe and pleasant surroundings where she herself was raised. She lives on 2nd Street, across from the proposed site.

(In the role of Sally Goodwin you are a member of the general public, as yet undecided about the proposed development, but interested enough to come to the public hearing on the matter. You can influence the decision of the city council by joining either Group A or Group B, for or against the project.

Before you join either group you should decide on the criteria by which you will choose to approve or disapprove the shopping center. You might consider questions like these:

What standards do you hold for building design, traffic, pollution, population, economic growth, etc.?

Should development and growth be promoted with, or without, community planning?

What changes would you not want to see happening to your community?)

Group C

BEATRICE STELLA

Influence points: 5

Beatrice Stella is a secretary working for a construction firm that is bidding to build the shopping center. Valuing the freedom her well-paying job gives her, she looks forward to active growth in Shoppingtown. A single woman, she shares an apartment with a friend near the center of town.

(In the role of Beatrice Stella you are a member of the general public, as yet undecided about the proposed development, but interested enough to come to the public hearing on the matter. You can influence the decision of the city council by joining either Group A or Group B, for or against the project.

Before you join either group you should decide on the criteria by which you will choose to approve or disapprove the shopping center. You might consider questions like these:

What standards do you hold for building design, traffic, pollution, population, economic growth, etc.?

Should development and growth be promoted with, or without, community planning?

What changes would you not want to see happening to your community?)

Group C

CHRISTINE SPIRO

184
Influence points: 3

Christine Spiro is a college student. Valuing democratic principles, she believes that the public should have a larger say in whether the shopping center is built. She is single, residing in a dorm at the community college, but her home is in another city.

(In the role of Christine Spiro you are a member of the general public, as yet undecided about the proposed development, but interested enough to come to the public hearing on the matter. You can influence the decision of the city council by joining either Group A or Group B, for or against the project.

Before you join either group you should decide on the criteria by which you will choose to approve or disapprove the shopping center. You might consider questions like these:

What standards do you hold for building design, traffic, pollution, population, economic growth, etc.?

Should development and growth be promoted with, or without, community planning?

What changes would you not want to see happening to your community?)

Group C

MILDRED MOST

Influence points: 7

Mildred Most is a housewife whose husband is on the city council. Valuing the prestige his position has, she wants the board to make the right decision.

(In the role of Mildred Most you are a member of the general public, as yet undecided about the proposed development, but interested enough to come to the public hearing on the matter. You can influence the decision of the city council by joining either Group A or Group B, for or against the project.

Before you join either group you should decide on the criteria by which you will choose to approve or disapprove the shopping center. You might consider questions like these:

What standards do you hold for building design, traffic, pollution, population, economic growth, etc.?

Should development and growth be promoted with, or without, community planning?

What changes would you not want to see happening to your community?)

Group C

NORMA MASON

Influence points: 8

Norma Mason is the manager of an apartment complex near the proposed construction. Valuing the neighborhood, she believes the city should guarantee the attractiveness of the downtown area. She and her husband live in the apartment complex.

(In the role of Norma Mason you are a member of the general public, as yet undecided about the proposed development, but interested enough to come to the public hearing on the matter. You can influence the decision of the city council by joining either Group A or Group B, for or against the project.

Before you join either group you should decide on the criteria by which you will choose to approve or disapprove the shopping center. You might consider questions like these:

What standards do you hold for building design, traffic, pollution, population, economic growth, etc.?

Should development and growth be promoted with, or without, community planning?

What changes would you not want to see happening to your community?)

Group C

BESS FOSTER

Influence points: 6

Bess Foster is a store clerk in one of the stores offered space in the new mall. Valuing the relative uniformity of Shoppingtown's population, she believes traditional patterns of life should be maintained. She and her husband live near the church where he works as a janitor.

(In the role of Bess Foster you are a member of the general public, as yet undecided about the proposed development, but interested enough to come to the public hearing on the matter. You can influence the decision of the city council by joining either Group A or Group B, for or against the project.

Before you join either group you should decide on the criteria by which you will choose to approve or disapprove the shopping center. You might consider questions like these:

What standards do you hold for building design, traffic, pollution, population, economic growth, etc.?

Should development and growth be promoted with, or without, community planning?

What changes would you not want to see happening to your community?)

Group C

TANYA MILLER

Influence points: 7

Tanya Miller is a school teacher at the junior high school. Valuing the social stability of Shoppingtown, she bought a house in the area near the hospital. Her husband, whom she married last month, is on the county planning and zoning commission.

(In the role of Tanya Miller you are a member of the general public, as yet undecided about the proposed development, but interested enough to come to the public hearing on the matter. You can influence the decision of the city council by joining either Group A or Group B, for or against the project.

Before you join either group you should decide on the criteria by which you will choose to approve or disapprove the shopping center. You might consider questions like these:

What standards do you hold for building design, traffic, pollution, population, economic growth, etc.?

Should development and growth be promoted with, or without, community planning?

What changes would you not want to see happening to your community?)

Group C

LLOYD DEVON

Influence points: 8

Lloyd Devon is a farmer who has heard that continued development outside of town will cause his taxes to go up. Valuing independence and freedom of choice, he believes a person should be able to do with his land as he pleases. His wife has joined the CAC.

(In the role of Lloyd Devon you are a member of the general public, as yet undecided about the proposed development, but interested enough to come to the public hearing on the matter. You can influence the decision of the city council by joining either Group A or Group B, for or against the project.

Before you join either group you should decide on the criteria by which you will choose to approve or disapprove the shopping center. You might consider questions like these:

What standards do you hold for building design, traffic, pollution, population, economic growth, etc.?

Should development and growth be promoted with, or without, community planning?

What changes would you not want to see happening to your community?)

Discussion and Wrap-Up

The outcome of this simulation was determined entirely by a score, a total of influence points either approving the proposed development or disapproving it. Actual decision-making in communities, of course, is not so simple.

Nevertheless, the arguments that many of you presented reveal values, emotions, interests, and other elements of opinion and feeling that actually do influence decision-making even though they are basically non-rational.

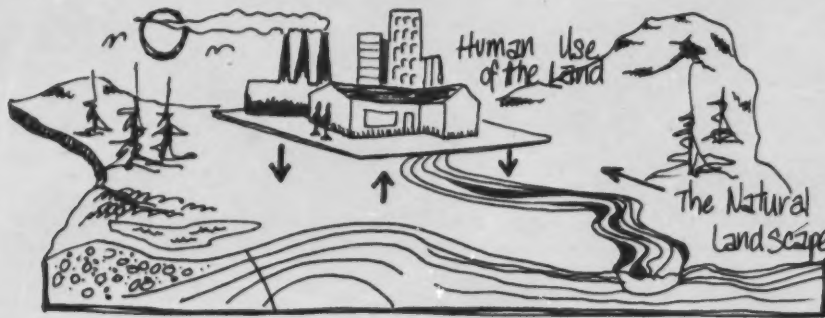
- How would you characterize the role you played? Did the person you represented speak from feelings of personal interest or from feelings of public interest?
- Did the opinions of any one character determine the course of the meeting? If so, why?
- Do you think the hearing would actually have been helpful to officials who were trying to formulate a recommendation?
- How would you have run the hearing to make it more useful? What other methods of public involvement in local government could be used?
- Do you think it would help, in such a case, to have specific goals and policies for the community in the form of a comprehensive plan? Why, or why not?

WORKSHOP ACTIVITIES

"Planning Land Use"

Activity # 1

Human use of the land includes agriculture, industry, residence, recreation, commercial business, and more. In fact, human use of the land includes just about anything a person or a community might set about to do on the Earth.



Our use of land occurs on the natural landscape. Ultimately, land use is the adaptation of natural resources to meet human needs or to accommodate human activities.

Conflicts occur when human activities alter the natural environment in such a way that its resources become damaged. The result may be air or water pollution; leached, non-productive soil; the extinction of animals and plants; or the depletion of groundwater reservoirs. These and many other problems are commonly listed as environmental problems. They are conflicts between use and the land itself.

But environmental problems also include land use in the "human environment." Conflicts arise between an existing land use like farming and a proposed land use like housing subdivision. Such problems increase when populations grow, when roads and sewers become necessary, when schools must be expanded, and so on. The results may be increased crime, higher taxes, crowding, or similar conflicts among people.

Conflicts and problems like these in the past have occurred because people acted as if human interests were separate from the well-being of the whole environment. Actually, there is no basic difference between the natural and the human environment. They are the same thing.

The land has intrinsic *qualities* which make it suitable for some uses but not for others. People have *needs* that are met by the land. Good land use results from a proper blending of these environmental qualities and human needs. Land-use planning attempts to look at the whole picture and to resolve or prevent problems that range from water pollution to traffic congestion. Land-use planning requires citizens to ask:

What kind of place do we want our community to be?

The answer to this question might take the form of hopes and wishes which are vaguely expressed, or it might result in goals and objectives which can be translated into actual policy. But whatever the answer, it is unlikely to be realized without planning.

Look again at the map of Elk County and Shoppingtown. In the role playing we discussed the problems of a land-use change in the center of a city. The map identifies some other land uses and problems typical of those facing many communities in Idaho.

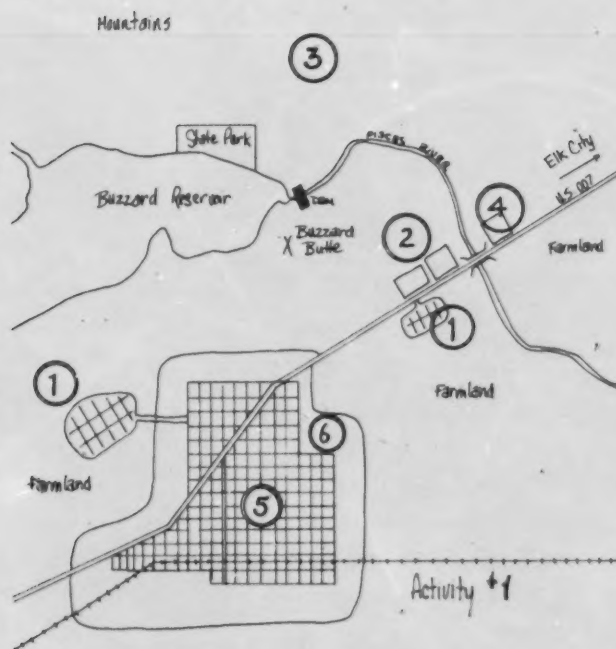
- ① Subdivisions on prime agricultural land — a conflict between urban and agricultural land uses.
- ② Commercial strip development along the highway — often unsightly, inefficient, and competitive with established urban centers.
- ③ Recreation/second home developments in mountain lands — a conflict between development and the natural beauty their owners wish to enjoy; problems of erosion and sewage disposal.
- ④ Location of industry — conflict between the need of industry for resources and the necessity of environmental protection; problems of pollution and resource depletion.
- ⑤ Deteriorating city center.
- ⑥ Urban sprawl — unplanned expansion and the strain it puts on public services such as water and sewage disposal, public schools, and recreation and health facilities.

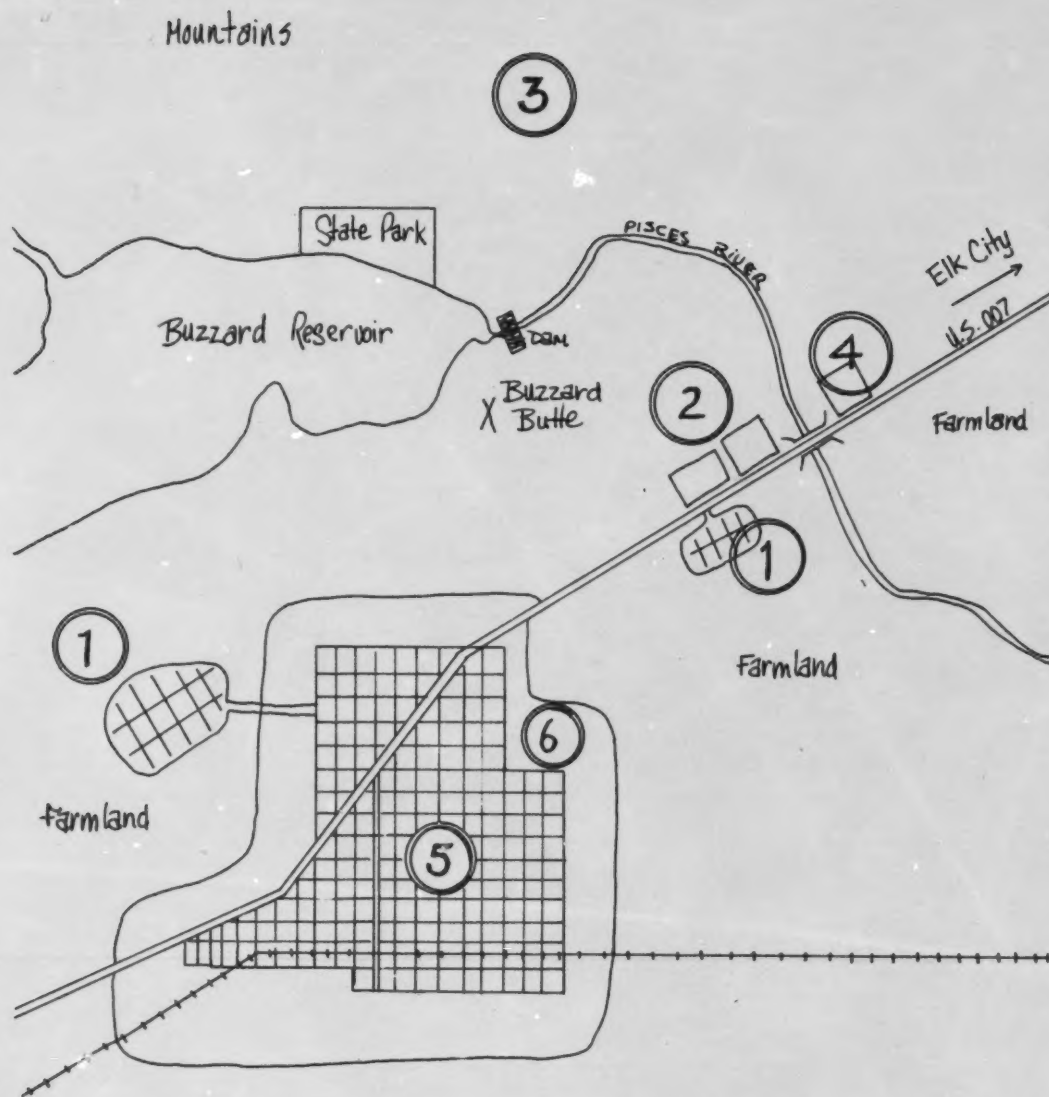
Which of these problems do you have in your locality? Do you have others which are not included on this list? If so, add them here:

7.

8.

9.





Activity #1

In the spaces below, rank these land-use problems according to their urgency in your area.

- _____ Subdivisions on agricultural land
- _____ Commercial strip development
- _____ Recreation/second home development
- _____ Location of industry
- _____ Deteriorating city center
- _____ Urban sprawl
- _____ Other:
- _____ Other:
- _____ Other:

Compare your list with the rankings compiled by others at your table. Is there any agreement about which are the most urgent land-use problems? Are these just local, or are they regional or statewide, problems?

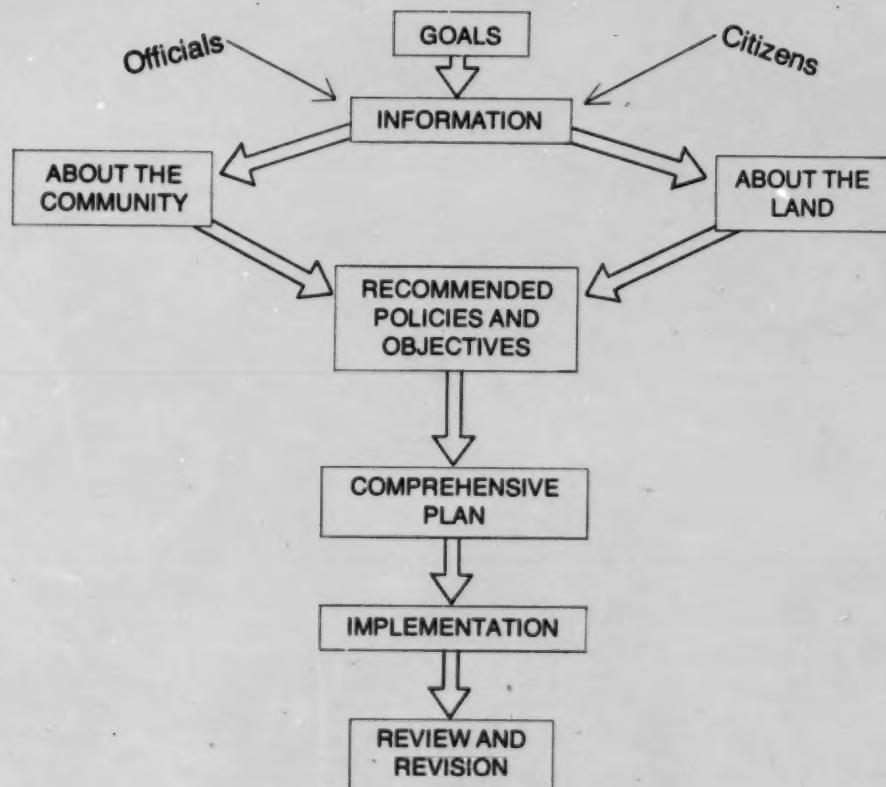
Activity # 2

Now, assume that the group at your table has volunteered to act as an Elk County task force whose assignment is to draw up some basic policies concerning one of these land-use problems listed in Activity #1.

Describe your assigned problem here: _____

In a few minutes, your task will be to report a set of land-use policies that will guide the community in its planning so that conflicts of land use can be resolved and problems prevented in the future.

When the reports on all groups are in, and when we have resolved some of the conflicts among ourselves, we will have at least the beginnings of a comprehensive planning program for Elk County.



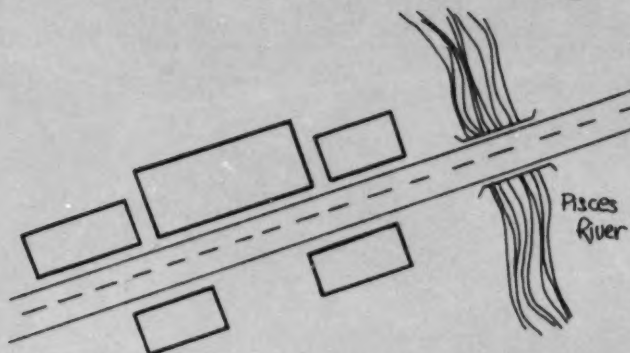
INSTRUCTIONS

Find the material about your land-use problem on the following pages,
and then procede with "What Do We Need to Know."

It will help if you select someone now to record the work of your group.

Try to apportion your time so your group will be done with its work in about 20 minutes.

Land-Use Problem 2* Commercial strip development along the highway



Several new commercial developments have been proposed along the highway toward Elk City, including a used car lot, a trailer sales yard, a hardware store, and a hamburger stand. Similar developments outside of Elk City have caused concern among the residents of Shoppingtown that such development would detract from the character of the area, create traffic hazards, and draw business away from the city.

Others say that the commercial development will attract more people and broaden the tax base, create jobs as business expands, and provide more services locally.

Other matters of concern include these:

1. farm land isolated behind a commercial barrier
2. drainage runoff into the river from large parking lots
3. demand for services and utilities
4. police and fire protection
5. unsightly commercial display and advertising
6. increased traffic throughout the region, parking problems, and congestion.



*Land-Use Problem 1 was dealt with in Nabor simulation.

Land-Use Problem 3: Recreation/second home development

The mountains near Shoppingtown traditionally have attracted tourists who enjoy the clear air, natural beauty, and outdoor recreation. Lately, people have been buying lots for second homes in the mountains, and there is danger that natural amenities will be destroyed.

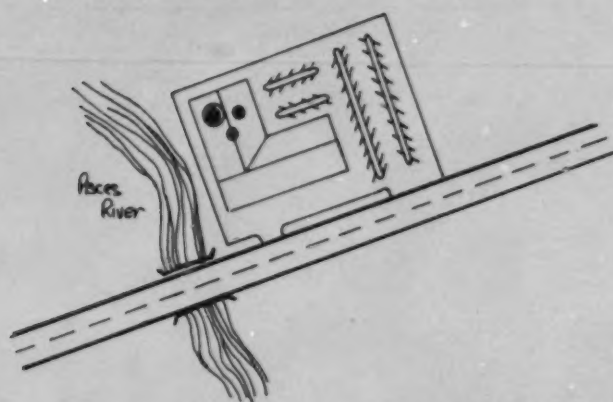
Promoters of mountain subdivisions say that they can design everything so nothing will be spoiled. They say the residences and perhaps even resorts will attract more tourist business.

Others are concerned about such matters as these:

1. shallow soil on steep slopes are inadequate for septic tank filter fields
2. roads and site leveling create drainage problems and encourage erosion
3. geologic hazards of steep slopes, snow and mud slides
4. crowding and traffic in recreation areas
5. overfishing, scattering of wildlife, and disturbance of flora
6. littering
7. incineration, dumps, and utility lines
8. commercial business following residential development.



Land-Use Problem 4: Location of Industry



A wood products industry has proposed construction of facilities that would expand their operation northeast of Shoppingtown. They see the site as being ideal because of its proximity to necessary resources: timber in the mountains, water, freely circulating air, employees in town, and power from the dam. The company promises increased revenues to the town, population growth, further expansion of industry, and jobs.

Others in the community are concerned about such matters as these:

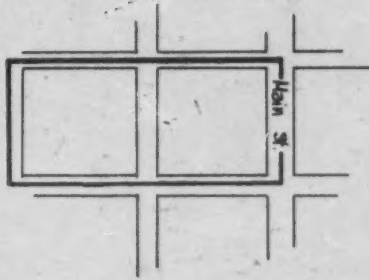
1. pollution of the Pisces River and the air
2. logging in nearby mountain forests and depletion of resources
3. unmanaged sprawl out of town toward the plant
4. traffic congestion at peak hours
5. unmanageable population growth
6. alteration of the area's rural landscape and character
7. shifts of economic power in the community



Land-Use Problem 5: Deteriorating City Center

Business districts along the highway out of town and in nearby Elk City have attracted shops away from the city center, leaving many buildings abandoned and unimproved. Old businesses are being replaced by taverns, discount stores, and offices that have no uniformity of design.

A large shopping center has been proposed for the city center, and would constitute a limited urban renewal project.



Citizens have become concerned about such matters as these:

1. improvements bring increased tax assessments
2. increasing vandalism and crime
3. deteriorating roads and open space
4. traffic congestion and crowding downtown
5. loss of historic buildings
6. interference with private property rights
7. attraction of outside business and industry

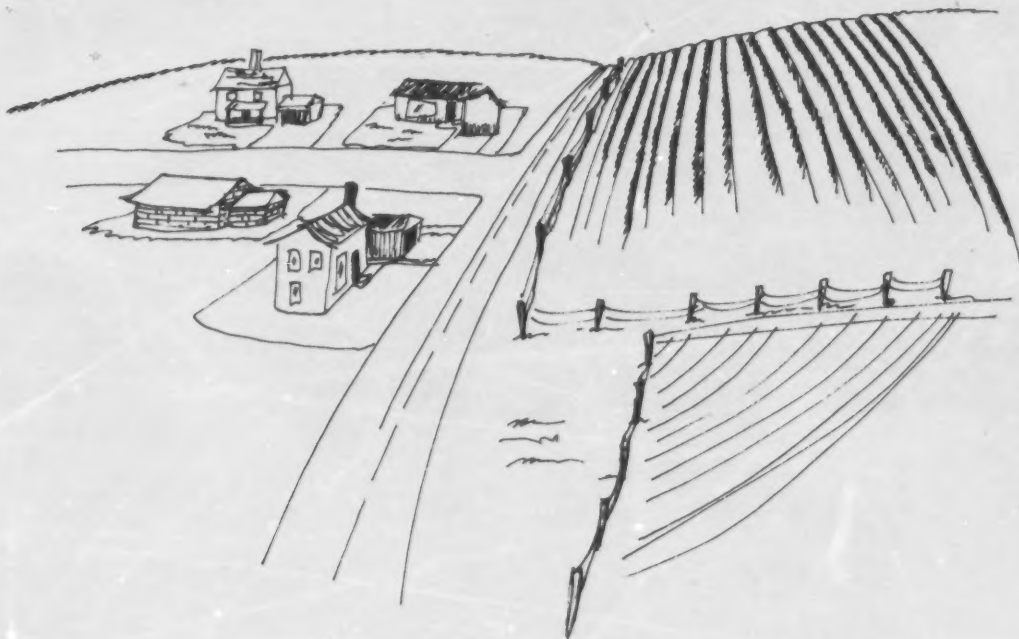


Land-Use Problem 6: Urban Sprawl

Rapid, unplanned growth in the urban fringe has made people in the older part of town wonder if anyone knows what's happening. Residents in the fringe insist on their right to own a new house and see Shoppingtown's growth as evidence that the future holds even better things for them personally.

Some people, in both the center and the fringe of the city, are concerned about such problems as these:

1. tax rates are increasing for all city services
2. the city is being closed in without open space
3. schools are becoming crowded
4. suburban vandalism and crime are increasing
5. roads are inadequate to serve residential areas
6. single-unit dwellings use energy inefficiently
7. commercial enterprises move out into the fringe
8. grading, construction, and roads encroach on agricultural lands and promote erosion and silting
9. dispersion of population and loosening of social ties



WHAT DO WE NEED TO KNOW?

In order to resolve conflicts of land use and to prevent problems arising from poor land use, community leaders need information about:

1. the wants, needs, aspirations, and values of the community — of the people who use the land and who are affected by landuse;
2. the intrinsic qualities of the land and its natural resources which make it suitable for some uses but not for others.

In other words, we need to know *about the community* and *about the land*.

ABOUT THE COMMUNITY

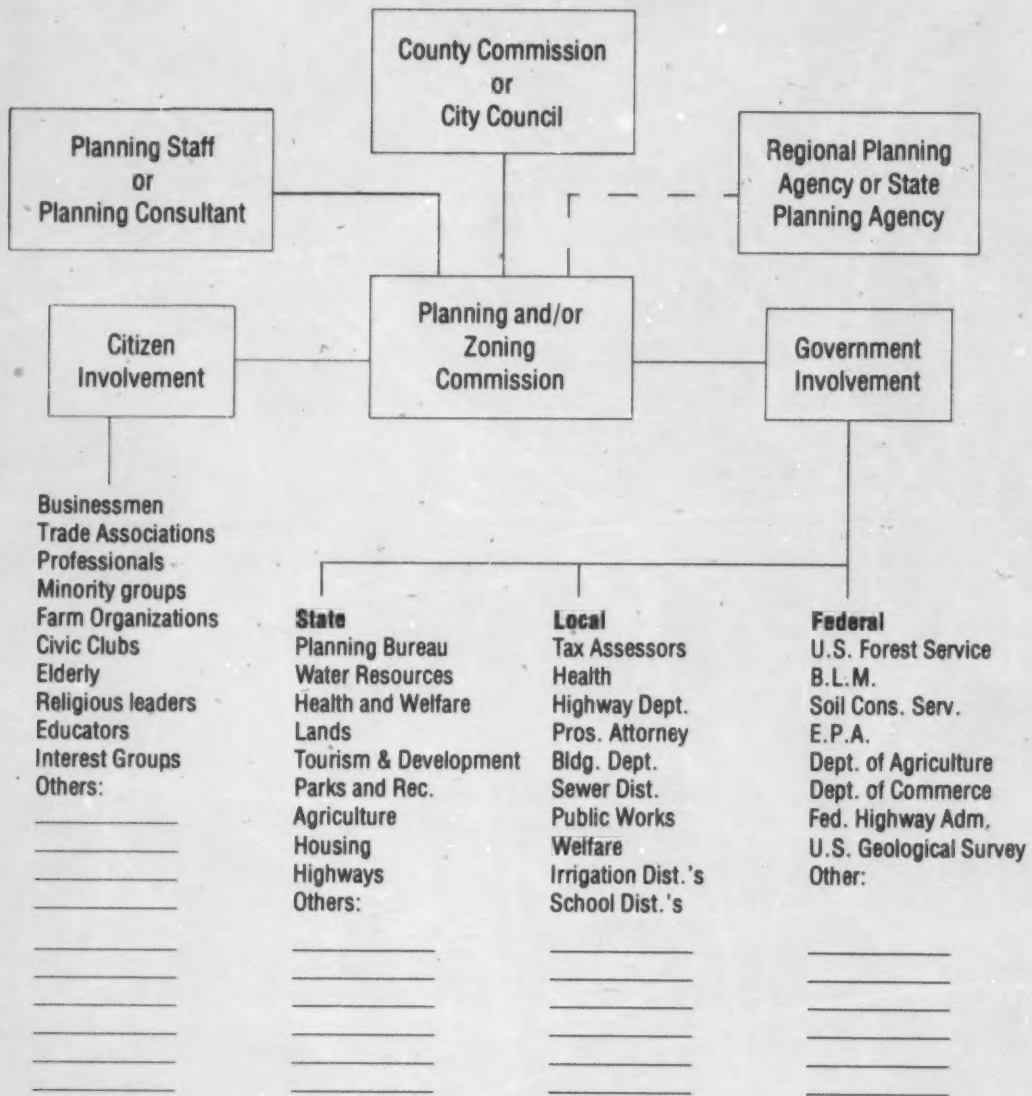
Active involvement of the people in a community — both elected officials and interested individual citizens — is the key to effective planning.

The City Council or Board of County Commissioners are involved because they have the legal authority to decide on matters of land use. List other officials of government who should be involved:

What Federal and State or local agencies (for example, the Agriculture Department) should be involved in a secondary or advisory capacity:

A developer for a private company has an obvious interest in the course of land-use planning and control. What other private individuals or groups should be involved in the planning process? List them:

Here is an example of an organizational chart which brings the people of a community together into a program of planning:

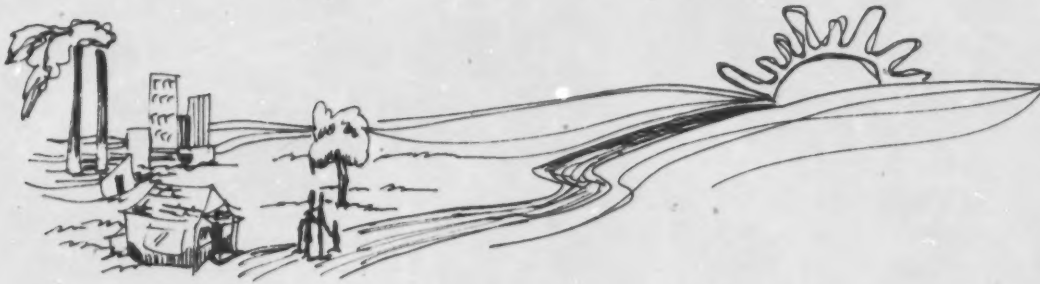


Add others that you think should be included.

COMMUNITY GOALS

More important than any specific *use* of land is the *effect* of that use. In fact, land-use planning might better be called "land-effect planning," because it is primarily the *results* of use that we wish to anticipate.

Desirable results which we wish to achieve are called *goals*.



Planning brings the various elements of a community together in pursuit of goals they hold in common. But in order to arrive democratically at a statement of community goals it is necessary first to know what groups and individuals are affected by a particular land use, and how they are affected.

For example, in Shoppingtown several housing subdivisions have been constructed, and others proposed, although there are no comprehensive guidelines to show whether these developments agree with the community's long-range objectives. Who will be affected, and how? An appraisal of the situation might look like this:

Subdivisions

WHO IS AFFECTED?

HOW ARE THEY AFFECTED?

Developers

Cheaper land in outlying areas may require developers to meet the cost of water and sewer line extensions and other services.

Prospective Buyers

Buyers of homes outside of city zoning require assurance that construction is safe, suitable for the site, and durable; that necessary improvements are, or are not, included in the price; and that property values will be preserved.

Current Taxpayers

Taxes rise to meet increased demand for services to new construction, especially when utilities, services, recreation, and education are required by people moving into it.

Businessmen

Housing developments on the fringe may attract business away from the city center to shopping centers along highways out of town.

Community Services

Utilities

Sewage

Garbage disposal

Maintenance

New equipment and personnel will be needed to meet the requirements of residents.

Farmers

Market values of farm land change near subdivision developments; trespass from residential areas increases; sections of land become isolated from access; rural quality of life changes.

Local Officials

Increasingly diffuse population brings problems of government and enforcement; sprawl away from city creates jurisdictional conflicts.

School Board

Increased costs and overcrowding in schools will follow residential growth.

Considering the land-use problem assigned to your group, discuss and list the people you believe will be affected by the land use, and how:

WHO IS AFFECTED?

1. _____

2. _____

3. _____

4. _____

5. _____

6. _____

7. _____

HOW ARE THEY AFFECTED?

1. _____

2. _____

3. _____

4. _____

5. _____

6. _____

7. _____

COMMUNICATION WITH THOSE WHO ARE AFFECTED

Any local planning effort depends absolutely on communication with the public and on public participation. Newspaper articles, brochures, radio broadcasts, door-to-door canvassing, and public meetings can be used to inform the public about:

1. the land-use problems and alternatives before the community;
2. who in the community is affected, and how; and
3. which natural resources are affected.

Public response can be encouraged through questionnaires, opinion tear-outs and letters to the editor in the newspapers, radio talk shows, and opinion polls, as well as through direct participation in task forces groups and testimony at hearings.

With your group's particular land-use problem in mind, compose three brief questions that you might include in a public opinion poll sampling your community's desires for the future:

Example:

Do you think that residential subdivisions should be restricted to land in existing urban areas?

- | | |
|--|--|
| ☐ Definitely should | ☐ Probably should not |
| ☐ Probably should | ☐ Definitely should not |
| ☐ Don't know | |

1. _____

2. _____

3. _____

Poll the group at your table, using these questions, and decide how a policy statement could be phrased to express the majority opinion.

In the formation of goals, of course, information will be used about the community — its background, current status, and trends. Here is a chart outlining topics that might be included in a study of Elk County and Shoppingtown:

THE COMMUNITY

Population	Economy	Public Services	Government	Housing	Transportation	Special Areas
Past, present and future trends	Employment	Sewage	Organization	Patterns	Roads and highways: location, width, condition	Historical sites
	Industries	Drainage	Relations	Design		Hazardous areas
Age, sex and income distribution	Jobs	Power plant sites	Tax structure			
	Welfare	Water supply	Zoning		Public transport: trains, airports, ports and harbors	Critical area
In-and-out migration	Income	Health and welfare	Administration			
	Trends		Budgeting			
		Fire fighting facilities and equipment			Pedestrian and bicycle paths	
		Libraries				
		Schools				
		Solid waste disposal				
		Utility lines				

List others: _____

Circle the topics that would be absolutely necessary in a consideration of your group's land-use problem. Are they important enough to be included as matters of policy? How would you incorporate them into the policy statement you composed for community goals on the previous page?

So far we have looked at what we need to know about the community. Now consider what we need to know

ABOUT THE LAND.

"The land" is a convenient phrase to describe the total of all natural resources in an area. It includes the soil and underlying geology, the vegetation, fish and wildlife, the air and water, and all other elements of the natural environment, whether they are being used by man or are still untouched. But "the land" refers also the overall *quality* of an area which makes it unique; it is the local pattern of nature.

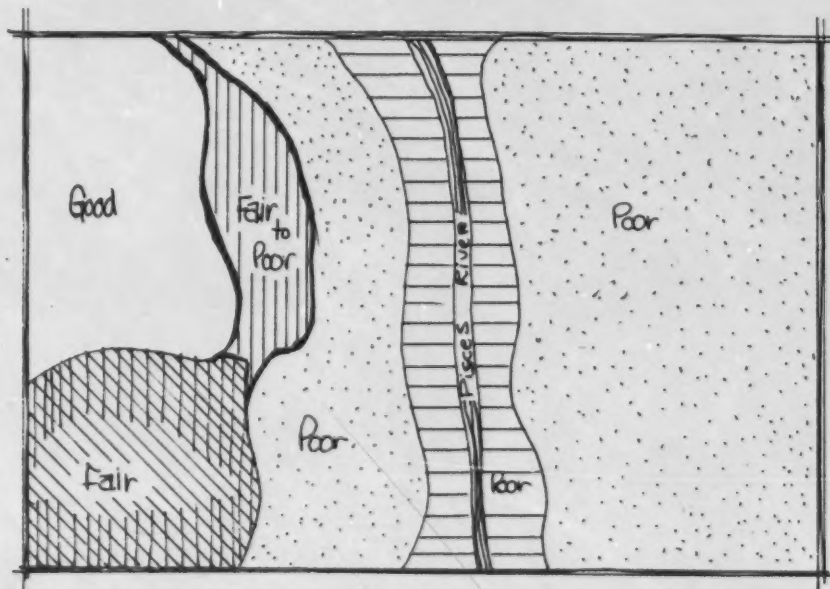
Any collection of resources in an area — in other words, any ecosystem — will develop naturally into a relatively complex and stable system that has its own self-determined character.

A combination of climate, geology, plants, and many other things — including human history — has made the land of southern Idaho like no other place in the world. The same is true on an even smaller scale: each valley is unique. As a result, every land-use decision must inevitably be a local one, geared to the character of the land.

Data on local conditions of soils, water, geology, plants, and other resources are necessary for sound land-use decisions. And it is necessary to understand how particular resources (soils or water) or groups of resources (as in a flood plain or forest) are affected by agriculture, transportation, recreation, housing, and other land uses.

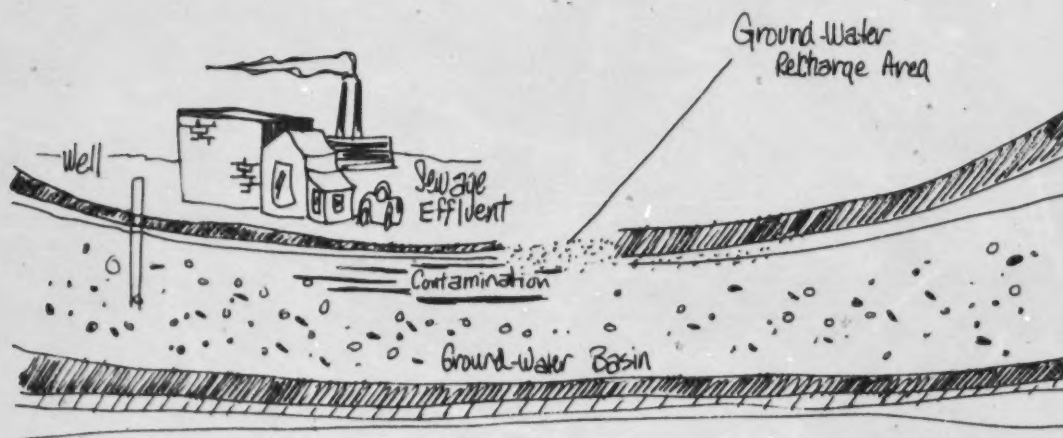
Whenever a road, a school, a subdivision, or even a farm is constructed on the land, the landscape is changed and the pattern of nature altered. If the construction imposes too great a change, both the land and the people who depend upon it will suffer.

In the following, maps and soil data were interpreted by natural resource professionals in agencies like the Soil Conservation Service and the Agriculture Experiment Station, to show which soils can adequately absorb and dispose effluent from septic tanks.



The map shows the suitability of soils for use as septic tank filter fields. If filter fields were located where the soil suitability is

- good . . . there should be no problems.
- fair . . . builders should use caution: these areas may have drainage problems.
- poor . . . fields here will probably pollute the water supply; an alternative method of sewage disposal is necessary.

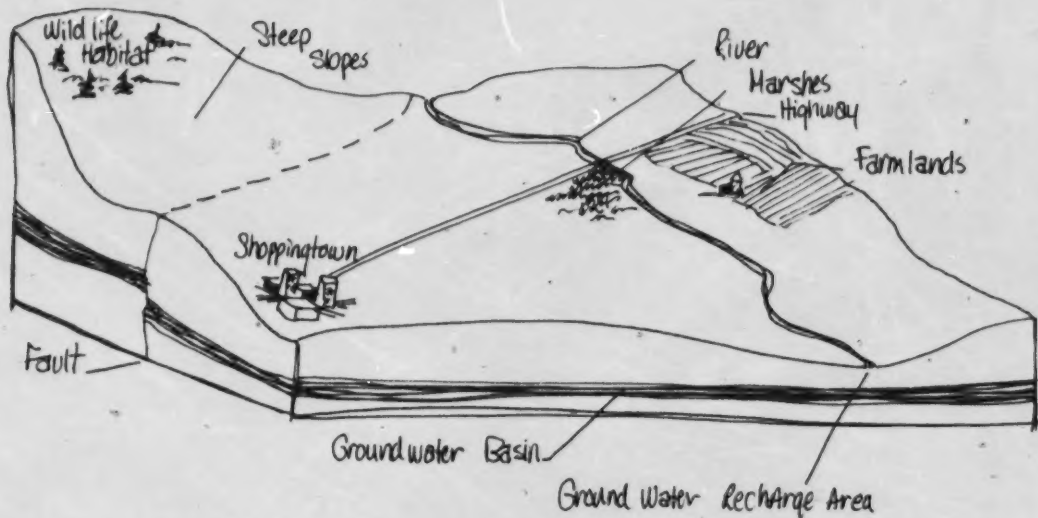


There are other, related, limitations that spring from this landscape, for example:

- covering the groundwater recharge area with houses, streets, and parking lots will decrease the amount of water re-entering the basin and thus deplete the supply;
- the valley is a floodplain which may be inundated periodically;
- clearing and development on uplands will cause erosion of the slopes and silting of the water.

Detailed information is usually available on such matters. How can it help guide land-use decisions?

What other natural resource considerations are there for such an area (for example, wildlife habitat, mining claims, etc.)?



Assume that your group's land-use problem is located on the drawing above. List some aspects of the land that should be taken into account by the community as it considers that particular kind of land use:

List the individuals or agencies who might have, or who could help obtain, information about these aspects of the land:

Here is a chart outlining topics that might be included in a natural resource inventory for the Elk County planning area:

NATURAL RESOURCES

Physical Characteristics	Water	Land, and Land Uses	Wildlife	Plants
Climate: temperature winds precipitation soil temperature degree days	Streams, lakes, ponds, and other Flows: monthly annual	Status: private state Forest Service B.L.M. Indian Reservation water other	Game habitat Fisheries Trends in animal populations Special problems (birds of prey, etc.)	Forestry Grazing Ground cover for watershed and wind drift
Minerals: gravel pits mines mineral deposits	Rainfall Watersheds and drainage	Current use: urban residential commercial industrial transportation utilities recreation cultural government agricultural vacant		
Soils: land capability soil depth and stability	Flood plains: identification and history			
Elevation	Dams, canals, and ditches			
Topography	Groundwater tables			
Geology	Pollution Water sources and problems Use projections (20 years, plus)	Critical problems: erosion slides faulting Projections (20 years, plus)		

List others: _____

Circle the topics that would be absolutely necessary in a consideration of your group's land-use problem. Are they important enough to be included as matters of policy? How would you incorporate them into the policy statement you composed for community goals on page 36?

Activity # 3

Now that you have brought together, with regard to your group's land-use problem, some information about the community and about the land, compose a policy statement that might be used in a planning program to resolve the conflict and to prevent future problems.

One form this statement might take is an outline of *goals*, *objectives*, and *policies*, where

- goals are the anticipated end results of planned action, based on the expressed needs of citizens and on the requirements of the land;
- objectives are specific actions that would achieve stated goals; and
- policies are the guiding principles that will lead a community toward its objectives and ultimate goals.

Here is an example of the way goals, objectives, and policies together can be brought to bear on a specific land-use problem:

Land Use: Agricultural Land

GOAL: To secure the highest and best use of agricultural land resources for present and future generations.

Objective 1: To maintain agricultural land as a resource capable of continued development, so that public investments in water and land are protected, so that agriculturally-based industry is maintained, and so that a rural environment is retained near cities for agriculture, for open space, and for wildlife habitat.

- Policies:**
1. That prime agricultural lands be recognized as land in its best use and that it should be zoned for that purpose.
 2. That prime agricultural land be protected from subdivision within 1½ miles of incorporated cities, and that large-lot subdivisions of 1 to 5 acres be precluded as inefficient uses of land.

TASK FORCE Group # _____ POLICY STATEMENT

Land Use: _____

GOAL:

Objective 1:

(other):

Policies:

1.

2.

(other):

69

Activity # 4

Group Presentations

As you listen to policy statements by the other task force groups, consider how their policies, objectives, and goals might agree or conflict with your group's.

Would any of them, if carried out, make yours impossible to implement?

Which other land-use problem most clearly challenges your policies?

How could the conflict be resolved?

Write down a brief, general statement of a goal that could encompass all of the policies discussed:

LAND-USE ACTIVITIES FOR FURTHER STUDY

The activities contained in this section are designed to give individual students, or small groups of students working independently of the class, insight into a variety of land-use problems. All of them are open-ended, and permit the student to expand his research as far as he wishes. They all require the student to share his findings, however extensive, by presenting them to the class.

LAND-USE ACTIVITY — 1

THE CHARACTER OF A COMMUNITY

People come to live in a town for many different reasons. Some have a skill and they come to find work to earn a living. Some want security and the comforts of an urban home. Some live where their families settled or where they were raised. Others move to a town that is near a kind of recreation they enjoy.

Task: Identify the character of your community.

Materials: Books, old newspapers, or articles that tell the history of your region.

Preparation: Become familiar with the general history of your community — when and how it was settled, what work the first settlers did (were they miners, farmers, loggers?), etc.

Activity: Compile a list of questions* and interview at least twelve people who live in your community; find out the general reasons why they like living where they so.

*Sample questions:

1. What is your occupation? _____
2. What is your age? _____
3. Where do you live? _____
4. Where were you born? _____
5. When did you or your ancestors come to this area? _____
6. Where from? _____
7. Why? _____
8. How would you rate these qualities of (city) in order of their importance to you?
 - security _____
 - employment _____
 - recreation _____
 - environment _____
 - companionship of friends or family _____
 - other _____
9. What do you value most about living in (city) _____?

Report/Summary: Write down your findings and report them to the class. Explain how the people you interviewed fit into, or contradict, the historical character of your community. Describe as best you can why people live here, what occupations they have in common, what values they share, how these values have changed, and so on.

LAND-USE ACTIVITY — 2

THE SHAPE OF A COMMUNITY

Each community has a distinctive character which is determined by the physical shape of the land, the developments of early settlers, the guided or unguided growth of buildings, roads, parks, and many other factors.

Task: Describe the shape of your community.

Materials: Detailed maps of your community; books and articles telling the local history.

Preparation: With maps in hand, make an extensive tour of your community, jotting down notes, sketches, or whatever will help you with your description.

Activity: 1. Prepare a description of your community. Locate and describe residential areas, major businesses, main highways, railroads and airports, industries, schools, parks, and any other important features you noticed. Describe it in such a way that a visitor or a new resident could get an accurate impression of its shape and character.

2. Study historical documents. Try to answer some questions like these:

Why was your town founded where it was?

What did it look like 25 years ago? 50 years? 100?

Why is it shaped as it is now?

What has influenced its character; and in what ways:

natural features	man-made features

What advantages are there for your townsite to grow? What disadvantages?

Report/Summary: Write down your findings and present them to the class.

LAND-USE ACTIVITY — 3

AN EVALUATION OF A LAND USE

Any given plot of land that is used by people has a land-use history. Its past can be described, its present condition can be evaluated, and its future use can be anticipated.

Task: Evaluate land use in your community.

Materials: Detailed map of your community

Preparation: Devise questions and data sheets that will gather the information you need.

Activity: Locate on the map a parcel of land for evaluation. Through interviews, personal investigation, or whatever other techniques you find useful, determine at least the following things:

	the land user	use	development/ modifications	effects on environment	what is valued about the land
Past					
Present					
Future					

You should also list who decided how the land was to be used and how the decision was enforced.

Report/summary: Write down your findings and report them to the class, explaining your evaluation of the use made of your chosen plot of land. Describe how you think the land should be used in the future, and why.

LAND-USE ACTIVITY — 4

TRANSPORTATION

There are about 100 million motor vehicles in the United States, used mostly for private transportation. Many land-use problems spring from the fact that Americans have designed their cities to accommodate all these automobiles rather than to accommodate human beings.

Task: Design regulations to control motor vehicles.

Materials: Maps of your community

Preparation: Study on maps the street and highway patterns of your community; locate the various street types — alley, arterial (for fast or heavy traffic), loop, cul-de-sac (dead end), and others. Locate parking areas. Become familiar with the various kinds of automobiles, both diesel and gasoline powered.

- Activity:**
1. Choose a street corner from which to watch traffic at selected times of the day. Make data sheets to collect the information you seek, for example like the one below.
 2. Evaluate the information you have gathered and describe the general traffic patterns of the streets you observed. How do they affect land use in the area? Do they encourage the most efficient kinds of transportation?
 3. Compose a list of regulations which you feel could be imposed to remedy some of the problems you observed. Explain how these regulations could be enforced.

Date _____ Day of the Week _____ Time _____ Location _____

Description of streets (traffic lights, one-way, number of lanes, etc.):

(map)

Number of passenger cars (including pick-ups) _____
Number of cars with only one occupant _____
Number of trucks _____
Number of bicycles _____
Vehicles making excessive noise _____
Vehicles visibly polluting the air _____
etc. _____

Report/summary: Write down your findings and report them to the class. Anticipate the arguments of those who will oppose the regulations you recommend. Explain how other countries get along without so many automobiles.

LAND USE ACTIVITY — 5

LAND-USE JURISDICTION

Private individuals and various agencies of federal, state, and local government have jurisdiction over land use.

Task: Determine how jurisdiction is divided.

Activity:

1. Consider each of the following problems of land use and indicate who you think should have jurisdiction over it.

O = no jurisdiction

S = secondary jurisdiction

P = primary jurisdiction C = cooperative only, no legal power to make policy

Land Use Problems	federal government	state government	local government	private individuals	other
Mining					
Logging					
Coal-burning power plant					
Hydroelectric power plant					
Nuclear power plant					
Shopping center					
Housing subdivision					
Recreation parks					
Urban renewal					
Geothermal site					
Wilderness area					
Irrigation project					
Heavy industry					
Highway					
Oil pipeline					

2. List your reasons for each choice, including environmental, social, and economic factors.

3. Choose three of the land use problems and find out who actually has jurisdiction over them; identify what agencies are immediately responsible and list their legal powers and their policies.

Report/summary: Write a report of your findings, in which you account for any difference between who you thought should have jurisdiction and those who actually do.

LAND-USE ACTIVITY -- 6

PERSONAL INFLUENCE

Industry, traffic, housing — these, and many others, have an obvious influence on things around them; but what about the influence you have, individually, on things around you?

Task: Determine your own influence on the environment.

Activity: Prepare a set of charts and record for one week the evidence of how you affect the environment. For example, you can measure these obvious influences:

1. **Garbage:** Collect in paper bags all the garbage you throw away — one bag for paper, one for bottles, one for tin cans, and so on. At the end of one week, weigh each bag and analyze its contents. How much of it could be recycled? What resources were used in its manufacture? How much will have to be sent to the dump?
2. **Noise:** Keep a chart showing the amount of time each day for a week that you make sounds that other people must hear — playing a radio or T. V., practicing a musical instrument, riding a motorcycle, and so on. Describe the nature of the sound — is it percussive, high-pitched, loud?
3. **Smoke:** Keep a chart showing the amount of time each day for a week that you are responsible for smoke in the air — driving a car or a motorcycle, smoking cigarettes, burning trash or leaves, etc. Describe the nature of the smoke — does it have an odor; is it rapidly dispersed in the wind or contained in a room; do others mind it?
4. **Crowding:** Keep a chart that shows the number of times you have been in the company of 10 or more persons. Describe the nature of the gathering — was it in open space or in a closed room; was it a mixed group or one uniform in age, sex, or behavior?

Report/summary: Write down your findings and report them to the class. Describe the evidence you have collected for your personal influence on the environment and explain your evaluation of it. Explain what it might be like if 1,000 persons had the same influence as you each week of a year. What about the entire population of the United States? The world? Describe how your personal influence could be made more benevolent. What restrictions would you allow to be put on yourself by someone else — for example, by the government — to control your personal influence on the environment? Suggest some possible controls.

LAND-USE ACTIVITY — 7

ZONING

Zoning is one of the most extensive methods of land use control in a city.

Task: Describe zoning practices in your community.

Materials: Maps and information from city officials

Preparation: Select a site to study in the downtown area, about one-fourth of a city block in size.

- Activity:**
1. Visit the study site and prepare maps and drawings that show all businesses, vacant lots, sidewalks, alleys, parking meters, and so on.
 2. Prepare a chart for each business that shows as many environmental impacts as you can observe — noise, air pollution, garbage, crowding, etc.
 3. Find out from city officials the zoning regulations that apply to the area of your study site, and list both the uses that are permitted and the uses that are prohibited.

Report/summary: Write down your findings and report them to the class, describing the ways in which you think your site does or does not comply with the spirit of zoning regulations.

LAND-USE ACTIVITY — 8

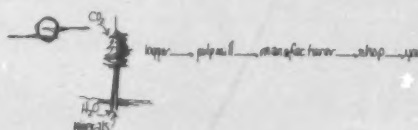
LAND RESOURCES

Every material object used by humans has its origin as a natural resource.

Task: Discover basic land resources.

Materials: Five objects of your own choice

Activity: Choose five objects you own or use and trace them through all the steps they took getting to you. For example:



ultimate source:
water, air, soil,
sunlight

Immediate source:
tree

Ingredients:
paper

object:
notebook

Report/summary: Write down your analyses and present them to the class, explaining the relative importance of each stage in the objects' development.

LAND-USE ACTIVITY — 9

POPULATION GROWTH

The human population has grown in relatively recent years at an alarming rate, causing problems of environmental deterioration and social unrest.

Task: Describe the nature of this growth.

Materials: Graph paper

Preparation: Read at least three magazine or textbook articles about population growth.

Activity: 1. Draw a graph of the population of the United States from 1800 to 1970, using these census figures:

date	population*	date	population*
1800	5.3	1890	62.9
1810	7.2	1900	76.0
1820	9.6	1910	92.0
1830	12.9	1920	105.7
1840	17.1	1930	122.7
1850	23.2	1940	131.7
1860	31.4	1950	150.7
1870	38.6	1960	178.5
1880	50.2	1970	203.1

*in millions

2. Find out where you can get population figures for your local community (state, county, and city). Make graphs from this information, using the same scale you used for the U.S. population graph.

Report/summary: Write down your findings and report them to the class, describing the nature of population growth nationally and locally. Explain how population growth or decline will affect life in your community.

LAND-USE ACTIVITY — 10

AESTHETIC SURVEY

Cities are more than just a place to work and shop; they are a place to live, as most people would hope, in pleasant surroundings.

Task: Describe the aesthetic qualities of your community.

Materials: Sketch pad or camera

Preparation: Study some books or magazine articles that describe architecture, parks, urban design, and so on. Choose two parts of town which you are familiar with — one that strikes you as being attractive and interesting, and one that seems ugly.

- Activity:**
1. Visit the two sites and compare them. List and evaluate the following qualities of each site:
 - a. Architectural age and quality
 - b. Architectural consistency
 - c. Sensitivity to natural surroundings (landscaping, trees, etc.)
 - d. Relationship of architecture and landscaping to practical necessities such as roads, sidewalks, signs, telephone lines, etc.
 2. Draw or photograph pictures of each site, showing their characteristic qualities.
 3. List any signs, lettering, or symbols that appear in each site, describing how they fit in, or conflict with, the surroundings.
 4. Identify and list any buildings in each site that are historically interesting.

Report/summary: Write down your findings and report them to the class, using maps, sketches, or photographs that you have collected.

SUGGESTIONS FOR INDEPENDENT STUDY

Essay Topics

- "The Earth Considered as a Space Ship (a closed ecological system)"
- "The Case for (or against) Urban Renewal"
- "Is Land-Use Planning an Infringement of Individual Freedom?"
- "Back-Packers vs. Motorcycles"
- "Who Should Pay for Cleaning up Pollution?"
- "Should Communities be *Required* to Plan?"
- "Are Material Luxuries (like big cars and color television) Necessary?"
- "The Qualities of a Livable City"
- "Human Beings: Tenders of the Garden of the World"
- "Human Beings: Children of Nature"
- "Yesterday's Successes Are Today's Problems"
- "The Value of Clean Air (or Water, Countryside, etc.)"
- "The Importance of Wildlife (or Wilderness, Free-Flowing Rivers, etc.)"
- "Why Slums are Unfit for Human Habitation"
- "Single-Unit Homes vs. Apartments and Condominiums"

Research Topics

- "Does a Horse Create More Pollution than an Automobile?"
- "Land Speculation in the Settling of Idaho (or of the West generally)"
- "The Variety of Pollution (smog, waste, noise, radiation, heat, and others)"
- "Energy and Land Use"
- "Americans and Automobiles"
- "The Patterns of Settlement in Idaho (the influence of mining, railroads, etc.)"
- "The History of Land-Use Planning Legislation in Idaho"
- "The population Explosion"
- "The Constitutional Provisions for Federal Regulation of Land Use"
- "Local zoning Practice"
- "Water Resources of Idaho"
- "Idaho Laws Pertaining to Planning, Zoning, and Regional Cooperation"

Interviews and Inquiries

What follows is a partial listing of contacts for information on various aspects of land use and land-use planning. Many of these agencies have publications which they will make available to students on request.

Colleges and Universities:

Center for Business and Economic Research
Boise State University
Boise, Idaho 83725

The Snake River Regional Studies Center
The College of Idaho
Caldwell, Idaho 83605

Government Research Institute
Idaho State University
Pocatello, Idaho 83201

Bureau of Public Affairs Research
University of Idaho
Moscow, Idaho 83843

College of Forestry, Wildlife, and Range Sciences
University of Idaho
Moscow, Idaho 83843

State Agencies:

Planning Bureau
Division of Budget, Policy Planning, and Coordination
Statehouse
Boise, Idaho 83720

Water Resource Board
Department of Water Resources
Statehouse
Boise, Idaho 83720

Environmental Services (various departments)
Department of Health and Welfare
Statehouse
Boise, Idaho 83720

Department of Lands
Statehouse
Boise, Idaho 83720

Division of Tourism and Industrial Development
Office of the Governor
Room 108, Statehouse
Boise, Idaho 83720

Parks and Recreation Department
2263 Warm Springs Avenue
Boise, Idaho 83702

Department of Agriculture
4696 Overland Road
Box 790
Boise, Idaho 83701

Idaho Housing Agency
120 North Capitol Blvd.
Boise, Idaho 83702

Department of Fish and Game
600 South Walnut
Boise, Idaho 83706

Idaho Bureau of Mines and Geology
College of Mines
University of Idaho
Moscow, Idaho 83843

Water Administration
Department of Water Resources
Annex 2
Statehouse
Boise, Idaho 83720

Division of Highways
Idaho Transportation Department
Box 7129
Boise, Idaho 83707

Federal Agencies

Soil Conservation Service
U.S. Department of Agriculture
304 North 8 Street
Boise, Idaho 83702

U. S. Environmental Protection Agency
422 West Washington Street
Boise, Idaho 83702

U. S. Forest Service, Intermountain Region
U. S. Department of Agriculture
325 - 25 Street
Ogden, Utah 84401

Bureau of Land Management
U. S. Department of the Interior
Federal Building
550 West Fort Street
Boise, Idaho 83724

Bureau of Reclamation
Pacific Northwest Region
Department of the Interior
Box 043 - Federal Building
Boise, Idaho 83724

READINGS

Explanation and Instructions

This section contains a series of brief readings intended, individually or collectively, to provide a starting point for class discussion. It covers a wide range of approaches to land use planning and presents opinions seriously both for and against certain aspects of planning.

In some cases (for example in "The Planners of Idaho" or in "How to Plan") the material is primarily *factual* or explanatory and most usefully applied to specific problems. Other readings (for example "Growing Pains" or "A Fatuous Occupation") express intensely felt, but anonymous, personal *opinions* which the reader may agree with and expand upon or disagree with and oppose with alternative opinions.

Most of the readings are short enough to be read in class, perhaps aloud by the teacher or by individual students. Class discussion may then arise spontaneously or through the questions accompanying each article.

CONTENTS

1. Reasons for Land Use Planning
 - a. "Growing Pains"
 - b. "A Fatuous Occupation"
 - c. "The Cyclist"
2. The Process of Planning
 - a. "The Responsibility of Local Officials"
 - b. "How to Plan"
3. The Framework for Planning in Idaho.
 - a. "The Role of Local Communities in Land-Use Planning"
 - b. "The Planners of Idaho"
 - c. "The Legal Framework for Local Planning in Idaho"

"GROWING PAINS"

(Opinion)

Americans have wasted the Earth's resources on a scale experienced nowhere else on this planet, ever. It is our way of doing things — to do them extravagantly — and it is both our glory and our shame. But, having created an incredibly high material standard of living, Americans are at last facing the possibility that something may be wrong, that perhaps wasteful growth, like cancer, may be fatally dangerous, and that something different must be done if the quality of human life is to be maintained.

It is not that our predecessors were absolutely wrong. They did what they saw needing to be done, and did it fantastically well; but the unique conditions of the country they settled are past and gone, and a different set of circumstances shapes our lives.

Those pioneers who set forth across America in pursuit of individual wealth and happiness generally lacked the attitudes toward the land that more settled people hold. The sense of belonging to the land which typifies peasants throughout the world was replaced in America by the attitudes of the transient who exploits the land and its resources for wealth but feels that his home is elsewhere. In the eyes of early Americans the wilderness was something to be conquered and used. Their vision did not include an image of the wilderness as eventually their home; to see that would have required more planning and conservation than they were willing to do. The limits to their imagination were defined by the activities of trappers, buffalo hunters, miners, lumbermen, and dustbowl farmers, who extracted what they could and moved on, leaving only scars behind.

Eventually the wilderness gave out, and people found themselves having to live where they dug their holes and dumped their garbage; but the attitudes of the transient have persisted. They persist in the belief that people get what they want. If a person does not want to live in dingy cities, the argument goes, he can move somewhere else. Modern American cities seem to be built on the principle that a person can work and earn his living in one place but live somewhere else, say in the suburbs, and enjoy his recreation in still more remote places. Again, such attitudes leave no room for feelings of attachment or commitment to the place one lives. If we make a mess of things in Los Angeles, the modern transient says, we can always move to Idaho.

As long as there was wilderness over the horizon, these attitudes sounded reasonable; but to modern Americans they have a tinny sound. Photographs from outer space show the earth to be relatively small. The "whole earth" consists of a sphere whose surface area is strictly defined. As pioneers moved across the continent, the horizon moved before them, unveiling a seemingly endless expanse of land. The new world, if not the old, seemed flat to them, and therefore infinite. It followed logically that a land of infinite resources could tolerate waste.

We have seen in recent years that the resources of the earth are not infinite, that only our capacity to waste them is

unbounded. We manufacture excuses for our wastefulness at nearly the same rate that we manufacture new products.

The idea that a person could exploit a resource and then move on with impunity was accompanied by another attitude in the settlement of America that contributed to wasteful growth. This was the belief that "whatever is good for me is good for everybody else." The idea that there could be a "public interest" separate from the interests of each individual was rarely acted upon, if it was ever expressed. Most persons looked out for their own interests and expected others to look out for theirs. Their attitude took an alternative form in "I can do whatever I want with whatever is mine."

The dangers of such an attitude are evident. When the population is small, or when it is easy to move somewhere else, bad land use may affect only the person responsible. But as population increases everybody suffers when resources are wasted, because everyone must pay to have them replaced or cleaned up. It is not all right to pollute the air — for the simple reason that someone else will have to breathe it. Only a conception of the public good, based on courtesy and cooperation instead of competition, can guarantee good land use. Such a conception of the public good, which might take a practical form in efficient land use planning, has traditionally been resisted.

A third attitude of our forefathers needs to be examined for its consequences today. Their growing country required many things, but most of all it needed products from basic resources of the land — food, minerals, timber, fuel. These were life necessities, and a steady growth in the production of them was a measure of the health of the nation. Unfortunately, Americans began to equate the growth in production of *anything* with national well-being. Once the basic needs of the country for food, clothing, and shelter were being met, industry had to turn to other things in order to maintain a steady growth of output. The idea that an increase of industrial products is good, whether they are life necessities or not, and that a steady rate of production is bad, has governed the way we use our resources.

The consequences of this attitude are not difficult to see. Where our efforts were once applied urgently to the production of more food for the hungry, more clothing for the cold, and more houses for the homeless, we now are devoted to the production of more extravagant automobiles, more erotic fashions, more elaborate entertainments, and — curiously — more exotic, but less nutritious foods. In short, because we equate industrial growth with national security, things that used to be luxuries have become necessities.

The disposable aluminum cans we have created for our diet soft drinks symbolize the wastefulness of this attitude. Our garbage dumps have become richer deposits of minerals than the ancient mountains.

What is called for are not more techniques for meeting crises, but new attitudes that, when acted upon, will make crises less frequent and less severe. The problem with doing things in the old-fashioned way is that our ingenuity and enterprise in meeting crises make us dependent upon continued crises for our industrial and economic well-being. There is something self-defeating about the use of economic incentives for pollution control. You pay someone to clean up something he should not be dirtying.

The irrationality of a rising material standard of living measured in dollars, accompanied by a declining environmental standard of living measured in ecological and social currency, is becoming obvious. A growing quantity of material goods is paralleled by a deterioration in the overall quality of life. This paradox can be attributed to the fact that Americans have unfortunately shown a far greater willingness to make the environment conform to their enterprise than to adapt their enterprise to the environment. It is unfortunate because the environment — as we are now learning — will prevail in the end, with us or without. We must learn to live in harmony with the land.

Americans are confronted at this point in the twentieth century by some basic ecological facts that challenge the attitudes of their forefathers.

1. Further growth will at some point begin to reduce the quality of life.
2. The boundaries of the Earth are limited, and it is physically impossible for either the human population or its industrial production to expand forever.
3. A state of equilibrium will necessarily be reached, whether through human planning or through natural processes of catastrophe.

We are faced with the fact that quality, and not quantity, should be the measure of how to use the land and its resources. The Earth can support only so many human beings. With technological advances in agriculture and

with more efficient methods of coercive government, the Earth can be made to sustain greater numbers of people, like so many domesticated animals in a mucky feedlot. But another approach must be devised if human beings are to live in a healthful environment with a degree of personal freedom to pursue happiness. Growth itself must be brought under control.

To realize that there are limits to growth is to experience one of the last pains of growing up. Perhaps it is one of the greatest of growing pains. A person has reached maturity when he assumes responsibility for what he has done, instead of moving on and leaving the mess for someone else to clean up. He is mature when he realizes that he shares this world and that very little of it exists solely for himself. And he is mature when he plans his life for quality instead of for material quantity.

In short, he has grown to acceptable limits when he can guarantee that his children's growing pains will be less distressing than his own.

QUESTIONS

1. Do you agree that Americans have been especially wasteful? How could the United States have been settled otherwise?
2. Do you see any examples of waste in your community? Are they the results of any of the attitudes discussed above?
3. Do you agree that cooperation instead of competition would assure good land use?
4. How would you make *quality* instead of *quantity* the measure of good land use? What standards would you apply?
5. In what way do economic incentives for maintaining environment quality make us dependent upon continuing crises?

"A FATUOUS OCCUPATION"

(Opinion)

Most land use planning is a futile, self-deceiving, and, in the end, a foolish occupation, because either it accomplishes nothing or else it succeeds in imposing aesthetic and moral standards on a situation for which they are completely inappropriate. The foolishness, as well as the self-deception and the futility, come from the fact that land use planners have in general lacked an ecological point of view, in spite of their claims to the contrary. A true ecological point of view would guide humans to accomplish what the planners have tried, unsuccessfully, to do. But it would first of all require the retirement of fatuous land use planners, for their efforts inhibit, rather than promote, the growth of a community in harmony with its environment.

Obviously, it is a degree of harmony that any community strives for. In the natural world, a biological community — or ecosystem — moves gradually toward equilibrium. Homeostasis is a quality of a climax redwood forest as well as of a single living animal like a deer. Human societies, too, move toward a stability of population, food supply, living space, culture, and so on. These communities — both natural and human — move toward their own distinctive harmonies according to principles that are perfectly understandable in the abstract. Equilibrium depends upon the simple ecological fact that everything is related to everything else. There are n equations and n unknowns. If the equations work fairly well, they will have a solution. If they do not have a solution, something will drop out until there is a solution. If a new equation with a new unknown is introduced, say in the form of DDT or bubonic plague, all the various and related equations will have to adjust themselves, eventually yielding a new solution. Natural selection proceeds in this manner, as do ecological succession and social evolution.

The result in both the natural world and the world of human society, because they are really inseparable, is an integral community. Given time, a degree of stability will be reached. This has always been the case, which makes it a kind of law. Its corollary is that all parts of the earth are in varying stages of development toward equilibrium.

In Idaho, there would now be no urgency for land use planners, had things remained as they were prior to 1860. The proper uses of land would be generally understood. They would be the uses of land that had been practiced by Bannock, Shoshone, Nez Perce, and Northern Paiute Indians for centuries. Problems of growth, environmental deterioration, and social disorder came only with the mass migration of whites into the region, who came first for silver and gold and then settled, bringing with them their European culture. Transplanted to Idaho soil, this foreign way of life — a disruptive introduction into a stable environment — would naturally have to go through a chaotic period of adjustment before it, too, arrived at a relatively stable condition of equilibrium. In the second half of the twentieth century, Idahoans still are in that period of growth and adjustment. The only thing that retards the state's growth to maturity is the intervention of people who im-

agine that somehow the state can be returned to its native condition.

A truly consistent ecological point of view would require us to let any natural development toward equilibrium proceed unimpeded. The trouble is that planners in a variety of disciplines are not content to let nature take her inexorable course. They see some use in the environment for themselves, when they should realize that they themselves are being "used" by the environment for its own inscrutable purposes. Pretend again that the environment is a set of the n equations: the planners cannot possibly comprehend the whole set, even though they try to impose their own solution, and the result is that they merely become a disruptive intrusion like DDT or bubonic plague. They wish to distort the equilibrium in favor of some system of values, usually one that will advance their own material, personal, or social well-being. In the ecological scheme of things it is absurd to imagine any single species having the temerity to judge what is going on and to try to control it for its sole advantage.

A farmer is an obvious example of a planner who distorts the complex, but stable, interdependencies of the environment in favor of a single purpose — say, for the cultivation of sweet corn. Once he has simplified a given acreage of land by eliminating all competing plants and as many animal pests as he can, he must expend a great amount of energy defending his farm against the encroachment of nature.

Guided by aesthetic and moral standards of his own, the urban planner similarly sets about the cultivation of his city. He plans to eradicate slums downtown, in spite of the fact that these are often integral communities with reasons of their own for their relative stability. The planner destroys a naturally established community that has been formed in accordance with ecological principles and tries to replace it with an artificially conceived community of his own making — one fully as uniform and single-minded in its conception as the farmer's field of corn. He very likely will do more harm than good, regardless of his good intentions, because he imposes middle-class standards where they do not apply.

Imposing irrelevant standards is harmful first of all because it distorts our understanding of reality; it puts some hopeless ideal into opposition with obvious natural tendencies. Planners tend to look at the architectural ruins of ancient cities and say, "Wouldn't it be wonderful if our cities could be made as glorious as these obviously were in their heyday;" and their selective vision ignores the fact that the population of these cities lived, involuntarily, in general poverty, that civic construction was made possible by slavery, that the beauties of theaters and palaces were created exclusively for the pleasure of elitist planners, and so on.

Worst of all, by ignoring the ecological nature of communities, the dictators of false ideals actually contribute to the decay of living conditions. They divert attention from

the real causes of environmental and social deterioration. An apparent cure for some problems, measured by their limited vision, may prove in the end to be more destructive, because it only offsets or retards a real solution. Such is the case with a new device that reduces air pollution but makes possible an increased drain of energy resources. The true crisis is merely postponed to a time when its impact may be more devastating.

Conservationists who celebrate the creation of "wilderness" parks where city-dwellers can camp, hike, canoe, and generally enjoy nature evidently do not see that these facilities are only breathing spaces enabling people to endure stress a little longer before they revolt. A great technology — the most efficient tool of planners — has created super-light pack-frames, down sleeping bags, dehydrated foods, and a whole catalogue of elaborate equipment, that make it possible for people to enjoy a natural environment which technology is systematically destroying. This aggressive enjoyment of nature by a commercial society is a most graphic example of misplaced standards.

Land-use planners who undertake to design their communities according to "human values" are no different from the promoters of the recreational industry; they merely substitute an idea of human nature for one of terrestrial nature and then seek to impose it on the urban environment. The result, more often than not, is a kind of Disneyland world, where an artificially-conceived carnival is conducted for the general population. Its artificiality is obvious in the effort that must be expended to maintain it. After an established and relatively stable past is torn down (e.g., "urban renewal"), the public must be convinced to seek new diversions, which, it is promised, will give greater dimension and meaning to life. Physical and chemical kicks, toys, rides, games, are all turned out by a supportive technology in the form of skis and drugs, snowmobiles, hang-gliders, and electronic pinball machines. Sugar-rich cheap foods are foisted on the public by advertising claims (comfort, sex, fun, prestige) having little to do with reality. And a fog of pseudo-environmental justification is raised to keep people conserving, recycling, and saving — in short, to make them consumers of "ecology."

Land-use planners set themselves up as the managers of such a carnival world. They will succeed where others have

failed, they claim. What they do not realize is that their communities would move, without their intervention, toward an infinitely richer state of equilibrium consistent with each community's unique, and self-determined, needs.

What, then, does a true ecological point of view require of us? First, that we get rid of the land-use planners. Their intervention in natural processes is self-deceiving and dangerous. How a society makes use of any resource is ultimately determined by the ecological value that comes to be placed on that resource. This value may be expressed in economic terms, in aesthetic terms, or in any of a variety of terms of value; but it comes from within the community, and not from some arbitrary force outside.

The value in any case is derived basically from three conditions: the supply available, the demand, and the price paid to satisfy the demand. Equations of supply, demand, and price are thus the foundation of ecological home-economics. Allowed to operate unimpeded, they will guide a community's growth to a state of dynamic equilibrium. The intervention of controls in the form of taxes, pollution standards, zoning ordinances, and similar tools of land-use planners, confuses the free interplay of these equations and brings chaos to the community. The lesson is this: If land use planning is obstinately insisted on by government, at least let it be consistent with ecological principles. Let them plan, benevolently, to keep hands off.

QUESTIONS

1. Can you think of cases where planning complicated a problem of land use rather than remedying it? Was this a fault of land use planning in general, or just in these cases?
2. Is planning basically inconsistent with an ecological point of view?
3. How can planners continue to plan without imposing inappropriate standards?
4. Is planning necessarily a form of outside intervention? Is it possible for a community to plan for itself, according to its own standards?
5. Who are the "planners" of a community — just government officials, or anyone who uses the land?

"THE CYCLIST"

(Opinion)

The moon shines brightly tonight on a field of sugar beets, as I ride my bicycle, rattling, along a country road. Occasionally, a car passes me on my way home, but most of the time I am alone and see only the light of the moon on the fields and the light from my bicycle's headlamp bouncing on the road ahead. I am alone, and the night is quiet except for the rattling of my old bicycle; and I wonder about the light:

Some time ago, in the heat of a day, a single ray of sunlight shined on a single leaf of a beet. It was captured there by green chlorophyll and used by the plant as energy to combine water and carbon dioxide into sugar. This sugar was extracted from the beet by a local company, where my father works, and sold in a grocery store. My mother bought it. And this morning I sweetened my breakfast cereal with it.

Now, as I ride along in the soft glow of the autumn moonlight, the muscles of my legs use the sugar as fuel to push the pedals of my old bicycle. The pedals turn a crank, which, through the chain, turns the wheels and pushes me forward into the night.

The front tire spins a tiny generator.

From the generator thin wires carry an electric current to a bulb in the headlamp, where it meets a fine tungsten filament, turns into heat intense enough to glow, and becomes, again, light.

The light is scarcely brighter on the road than the moonlight, but it is enough to guide me home. It seems a miracle. In an unbroken chain, energy from the sun has passed down as light, as chemical bonds, as mechanical force, as electricity, as heat, and as light again. And along that chain, somewhere between the dazzling brightness of the sun and the cool glow of my bicycle headlamp, my family and I live our lives.

I hadn't realized it before, but human beings, like every other living thing on this planet, depend absolutely upon energy. Everything we do requires the utilization of energy. If we don't eat food, which is the fuel our bodies run on, we die. Just to stay warm on a chilly evening like tonight and to pedal my bicycle home requires that my body turn food into heat and mechanical force; and everything else I do — even thinking — similarly requires energy.

But where does the energy ultimately come from, if not from the sun? All life involves the utilization of energy that comes first in a radiant form from the sun, is changed to a chemical form in plants by photosynthesis, and is changed from a chemical form to mechanical and heat forms in animals by metabolism.

The path energy takes through all these changes is a one-way street. The energy that is captured as sunlight by plants dissipates as it moves down the chain of changes, until it is

ultimately used up or discarded as waste energy. That is why my bicycle headlamp glows so much more coolly than the sun. At each point along the chain — from sunlight to sugar, from sugar to mechanical force, from mechanical force to electricity, and from electricity back to heat and light — the transfer was from a higher level of energy to a lower level. The expense of energy that took place was used to do the work required, which in my case was to move my bicycle and me closer to home. It is like a bucket with a hole in the bottom: the level of water in it will go down steadily unless more water is poured in at a rate equal to the rate at which it leaks out.

If the sun stopped shining, the Earth would grow cold and all life would end.

I look at the pale moon and shiver. The sugar beets in the field look more beautiful than ever in the moonlight. I can understand now why my father got so angry when he saw agricultural land being bought up near our farm and cleared for a housing development. Nearly a whole acre for each house! Where will these people get their food? If cities keep spreading out into the country, there will be less and less land to produce food for more and more people. Dad says it won't do any good for them to depend on more productive agricultural techniques applied to less land, because they ignore the fact that such techniques require more energy than the land produces. Merely to double the yield of a crop requires a ten-fold increase of energy used in fertilizer, pesticides, and horsepower. Even the processing of natural sugar at the plant where he works requires an expense of energy.

Well, I'm not sure, but it seems to me that it is important to be careful how we use the energy that comes from the sun. Because energy moves in a straight line and not in a circle, we cannot recycle it the way we can recycle the minerals contained in aluminum cans and glass. It is a matter of how efficiently we use it.

The light of the moon on our corn fields, and on the beans in our neighbor's field, is but a pale reflection of the daytime sun, but it is bright enough for me to see that they are a more efficient use of the land for the things we need in order to live than the bulldozed housing development going up next door.

It worries me to see things like that happen here.

QUESTIONS

1. Describe other "chains" of energy. Do they all begin with the sun? How do they end?
2. Why does the cyclist feel that farms are a more efficient use of land than a suburban development? Do you agree? How would the real estate developer reply?
3. How could land use planning be used to ease the cyclist's worries?

THE RESPONSIBILITY OF LOCAL OFFICIALS IN IDAHO FOR COMMUNITY PLANNING

(Opinion)

Idaho will change. The choices of whether population will increase, industry be expanded, resources developed, and so on, are largely outside the sphere of managerial control. The private owner of property, the immigrant, the manufacturer, the lender of money, the developer — all play an important daily role in the growth of a community. They are the inexorable forces behind change. But *how* change will take place, whether it will occur beneficially according to the wishes of the community, or chaotically according to random impulses, remains in the hands of elected and appointed public officials.

Beginning July 1, 1975, Idaho state law requires communities to plan comprehensively. In the past, planning has generally been undertaken after things have turned sour, when there were problems to remedy, conflicts of use, and immediate threats to community well-being. Planning was remedial, or preventative instead of positive, and undertaken only when the need was imposed by circumstances.

Compared to much of the United States, Idaho is in an enviable position with regard to growth. There are many things here that are as yet unspoiled. The experience of the rest of the country, if not current events in Idaho, should make it clear that planning is a responsibility to be assumed when it is easiest, least expensive, and most effective to do so. When the land is relatively open and not committed to specific uses, communities can guide development much more easily than in later stages of random growth. Roads cost less and are more easily aligned when the land is open. The services that will condition the quality of life in a community, the way they are extended and connected, and the manner in which they relate to the existing community are all more successfully determined before the land is committed for development. *Ad hoc* developments require compromises later that may be to the disadvantage of the community.

It is a major decision to undertake a program of planning. Officials must set goals for just about everything. They must be goals that can be pursued realistically. They will guide the development of sewers and roads, parks industry, housing, and even historic or aesthetic resources. Though the difficult work will be done mostly by the officials in whose hands the responsibility lies, and much of the technical work by paid staff, the task should be undertaken by the entire community. Planning goals and policies will reflect, as much as possible, the general desires of the public.

Planning requires a community to look ahead with informed good judgment. It is a disciplined effort of leaders to see what lies ahead. As in all public undertakings, judgment may prove to be wrong with regard to specific issues; but in the end it is much better for the community to take action based on carefully considered information, and on a variety of alternatives for development, than it is to let growth proceed randomly. Effective planning can accommodate errors, through its provisions for review, and can

maintain its overall direction, which unplanned sprawl cannot.

Without community guidelines, the individual developer must make more decisions than he is capable of making, or inclined to make, with his limited resources. The community as a whole, which will benefit or suffer from his decisions, has no way to participate in them except through representative government. A decision, say, to subdivide farmland for houses on the city fringe involves much more than a consideration of the individuals who will reap the immediate economic benefits; the whole tone of the community, and its future directions, expenses, and regional relations are at stake. The experience of other states like California proves that the misuses of land are relatively permanent and the consequences of development are felt pervasively. Americans no longer can treat the land as if it were a commodity, like their automobiles, to use, wear out, and replace.

Certainly, not all decisions that determine the quality of life lie with planning and governing bodies. Private property owners, individual developers, engineers, and builders all have an expertise and practical imagination that are beneficial to a community. They are the best at what they do, because it is their business. But it is misleading to think that such individual talent will naturally guide a community's growth down the best path. Uncoordinated, unrelated decisions by a variety of people, based on the pursuit of individual advantage, add up to chaos no matter how resourceful each individual decision may be. Especially when the developer lives elsewhere, it is difficult to make him responsible to long-term wishes of the local population. Instead, this responsibility is rightly assumed at a local level, through a program of community planning which can use the talents of developers within public guidelines.

Dealing with the total picture, through comprehensive planning, is to the advantage of both the developer and the general public. If standards for development are realistically set and uniformly enforced, no one will be put at a competitive disadvantage, and a high quality environment for living can be guaranteed. It is in the interest of developers to cooperate with plans that assure the kind of high-quality community that will be attractive to people.

Economically, good land-use planning by local officials is an attempt to assess accurately the actual costs of future development, so they can be foreseen and accounted for. When a rural subdivision is developed, for example, it may become necessary for county roads to be improved, police and fire protection extended, schools enlarged, water and sewer systems modified. The cost of property in such a subdivision, and the taxes on the property, should accurately reflect the expenses of the community for its public services. Only planning beforehand can guarantee the quality of services, and only planning can guarantee that their value is fairly expressed in the economic market.

Politically, the decision to plan is fraught with many diverse forces and interests. Public officials must not only pursue programs they believe to be in the best public interest, but also actively solicit the advice and support of informed citizens. Elected officials instinctively measure the political climate of their communities; but when the very quality of life for people in the community is at stake, it becomes imperative that they solicit, and respond positively to, the desires of the general public, and not just to limited interests.

Public participation in the making of goals and policies is not just a democratic luxury; it is an absolute necessity, if community planning is to work.

Plans must also be based on a solid foundation of fact. Much can be known about the consequences of action. For example, the illusion that urban growth necessarily eases costs to individuals by broadening the tax base will loosen its tenacious hold on popular thinking only when the facts are allowed to speak. Not only should officials know the status of existing land use, the characteristics of the population, the historical and economic trends of their communities, and much more, they should also be able to make knowledgeable decisions about what kinds of land use are desirable ecologically and socially, what kinds of development should be encouraged, where, and to what extent. Such knowledge does not require officials themselves to have the technical expertise of professional scien-

tists, whose skills will be required anyway; instead, the need locally is for the kind of general knowledge that forms the common sense basis of good judgment.

As recognition of the necessity for planning increases, cities, counties, and regional organizations are hiring people with training in land use and community development to assist them in finding out the kinds of things they need to know before making long lasting decisions.

When it comes, at last, to implementing plans, the skills of local officials are tested to the greatest extent. These people — county commissioners, mayors, city councilmen, planning and zoning commissioners — are the heart of any planning effort. Without them, comprehensive planning is not possible. In a representative democracy, they have both the responsibility to plan for the general welfare of their constituencies and the authority to implement those plans.

QUESTIONS

1. What is the difference between the planning done by a real estate developer and that done by a local planning and zoning commission?
2. Does your community have a comprehensive plan? Is it preparing one?
3. Who in your community serves on commissions responsible for planning?
4. Who benefits from local planning — developers, citizens, or everyone?

HOW TO PLAN: THE ELEMENTS OF PLANNING

(Factual/explanatory)

INTRODUCTION

Put simply, planning is the management of change. A plan is a carefully thought-out strategy for doing things in such a way that a person can shape otherwise chaotic events according to his desires. In varying degrees we all plan our lives, our businesses, our pursuits of the future. It goes without saying that a farmer would not be able to produce a crop from his fields if he did not carefully plan his seeding, irrigation, pest control, and harvest. Nor would a college education be possible for a young person without planned saving and preparation. In other words, planning is a way to guarantee that we will be free to do what we want to do. Our eventual success may be thwarted by unforeseen circumstances, such as a hailstorm that pulverizes farm crops or a severe illness that ends our hopes for education; but to the extent that we can manage the circumstances and events of our lives by planning we can be free to achieve our goals.

Planning helps an individual to order his life. Groups of people living together in a community must likewise give order to their collective life. Governments, therefore, plan the growth and development of the communities they serve. They plan to assure that adequate water supplies, power, sewage removal, public education, police protection, recreational facilities, and many other public services are available to the community. The power governments have to do this for the communities under their jurisdiction comes from the doctrine that duly-elected government has the right to protect the health, safety, and welfare of the people. Though this doctrine has long been accepted, it is only in recent times that much attention has focused on the planning done by governments and communities. For only in recent times has it become evident that planning in the past was inadequate, that changes have been out of control, and that the future will require more attention if the quality of life is to be maintained.

What Planning Does

In general, planning provides a way for a community to guide its future. To the extent that citizens participate in the formulation of a plan, it will express, democratically, the desires of the community.

More specifically, a plan does at least the following:

- A plan describes, as comprehensively as possible, the characteristics of the community and identifies those elements that require attention.

- A plan establishes criteria for the elements included in the plan.

- A plan outlines the goals, objectives, and policies of the community with regard to its various elements.

- A plan provides for the implementation of its contents.

A plan guarantees public participation both in its design and in its adoption.

A plan lives; it is responsive, through review and revision, to changes of fact and opinion.

These are the things planning does, and they are best described by verbs — *identifies, established, provides, guarantees, lives*; because planning is a process and not an end in itself. It is worth nothing at all if it merely produces another document for office shelves.

In the sections that follow, we will examine each aspect of planning in more detail. We will look at *plan elements, design criteria, policies, implementation, public participation, and review*. Even with more detail, however, the result will still be only a general outline of planning as it would actually be carried out by a community. You will immediately be confronted by questions like "How does one make an environmental inventory?" or "How do you tell what the population will be in the future?" There are techniques for doing these things, but they are best approached through specific problems. Most often they will require professional help from scientists, mapmakers, economists, and others. The concern of most people is less technical and actually more significant: "How can we make the future more attractive for us and our children?"

Plan Elements

Consider this fictional account:

Newton is a relatively small rural town set in a wide valley surrounded by gentle hills. Most of the valley is farmland, except along the river, where it is too marshy, or in the hills, which are too steep or forested.

In recent years there has been quite a boom in Newton's population because of a pulp mill that is being built upstream. Most Newtonians have been pleased with the growth and have encouraged it for the business it brings. To create homes for people moving into the valley, real estate developers have bought land near the river, drained it, and built several housing subdivisions. Within a year the mill was operating and many of the houses were occupied. New shops opened in town. A new school had to be built.

To the dismay of fishermen, waste from the pulp mill gradually killed off the trout that used to abound in the river. People living in the subdivisions enjoyed lower taxes than townpeople, even though sewage lines, roads, and water had to be brought out to them. But these and other problems were minor irritations to a town that was proud of its growth.

Then, one spring after a particularly snowy winter,

the runoff from hills cleared by the timber company was so great that the river flooded. New homes on the river bank were swept away, and the rest of the new subdivisions were swamped. Because the developments had been made on a known floodplain, no federal flood insurance was available. Some state help came in, but the town had to bear most of the flood damage costs.

The planning actually done by this community was disastrous because it was not broad enough, and because it was limited in its vision for the long run. Many individuals were involved in planning — the real estate developer, the operator of the mill, the businessmen in town, and so on — but they planned for only the part of projects that concerned themselves individually. There was no overall, or comprehensive plan; which, for the community, was the same as having no plan at all. Short-term benefits, pursued individually, proved to be expensive for everyone in the end.

The necessity of having a comprehensive plan illustrates the ecological basis of planning. Ecology argues the relatedness of things. An ecosystem, or biological community, consists of hundreds of parts, all related to each other so that their total interrelation contributes to the stability of the whole. Thus an ecologist studies the climate, the landscape, the population of animals, the plants, the minerals, and the influences that all of these elements have on each other. A single animal like a rabbit, for instance, is not studied in isolation; he is seen as part of a larger scheme of things that includes the grass, which he eats, and the eagle, who eats him. A change at any point along the chain will alter the whole system. If the eagles are killed, the rabbits will thrive, more grass will be eaten, until a new equilibrium is reached — perhaps when coyotes arrive or cheat grass covers the ground.

Planners for human communities likewise must be aware of the diverse elements of the community and their interrelation. These are the *plan elements* which require attention in order for the plan to be comprehensive and useful. The planning process begins by identifying these elements.

First of all it is desirable to prepare a brief history of the area being planned. In no case will planning begin from scratch. Certain institutions are already in operation in any community, and they must be taken into account either as hurdles to be overcome or as potential sources of help. A history will also indicate the direction that the community has voluntarily taken in the past, for the aspirations of its people are a human resource which must be projected into the future if the community is to have continuity. For efficiency, this history will show what plan elements are already provided for so that duplication of effort can be avoided.

The planner next describes the current condition of the area. To be comprehensive, his description will include everything of importance to the community. While each area will have its own particular concerns, the following is a list of plan components required by Idaho law:

(a) *Population* — A population analysis of past, present, and future trends in population including such characteristics as total population, age, sex, and income.

(b) *Economic Development* — An analysis of the economic base of the area including employment, industries, economies, jobs, and income levels.

(c) *Land Use* — An analysis of natural land types, existing land covers and uses, and the intrinsic suitability of lands for such uses as agriculture, forestry, mineral exploration and extraction, preservation, recreation, housing, commerce, industry, and public facilities. A map shall be prepared indicating suitable projected land uses for the jurisdiction.

(d) *Natural Resources* — An analysis of the uses of rivers and other waters, forests, range, soils, harbors, fisheries, wildlife, minerals, thermal waters, beaches, watersheds, and shorelines.

(e) *Hazardous Areas* — An analysis of known hazards as may result from susceptibility to surface ruptures from faulting, ground shaking, ground failure, landslides or mudslides; avalanche hazards resulting from development in the known or probable path of snowslides and avalanches, and flood-plain hazards.

(f) *Public Services, Facilities, and Utilities* — An analysis showing general plans for sewage, drainage, power plant sites, utility transmission corridors, water supply, fire stations and fire fighting equipment, health and welfare facilities, libraries, solid waste disposal sites, schools, public safety facilities and related services. The plan may also show locations of civic centers and public buildings.

(g) *Transportation* — An analysis showing the general locations and widths of a system of major traffic thoroughfares and other traffic ways, and of streets and the recommended treatment thereof. This component may also make recommendations on building line setbacks, control of access, street naming and numbering, and a proposed system of public or other transit lines and related facilities including rights-of-way, terminals, viaducts and grade separations. The component may also include port, harbor, aviation, and other related transportation facilities.

(h) *Recreation* — An analysis showing a system of recreation areas, including parks, parkways, trailways, river bank greenbelts, beaches, playgrounds, and other recreation areas and programs.

(i) *Special Areas or Sites* — An analysis of areas, sites, or structures of historical, archaeological, ecological, wildlife, or scenic significance.

(j) *Housing* — An analysis of housing conditions and needs, plans for improvement of housing standards; and plans for the provision of safe, sanitary, and adequate housing.

(k) *Community Design* — An analysis of needs for governing landscaping, building design, tree planting, signs, and suggested patterns and standards for community design, development, and beautification.

(l) *Implementation* — An analysis to determine actions, programs, budgets, ordinances, or other methods including scheduling of public expenditures to provide

for the timely execution of the various components of the plan.

Such a list of plan elements or components could be extended according to special circumstances of the area being considered. In any case, it is important to remember that each element is merely a focus of attention, not a separate entity. They all blend into one another, with natural resources influencing the economy, the economy influencing population, the population influencing transportation, and so on. Besides that, each of them has roots in the past and branches reaching into the future, which means that the planner will have to consider past trends of each element and projections of it into the future. As far as possible, each element should be considered in all its complexity.

Design Criteria

Design criteria are the standards, or "rules-of-thumb," that have been established for most plan elements. They are objective standards, not merely matters of opinion. For instance, design criteria tell planners how many books are needed for a library that serves a community as large as theirs, how many fire stations and what fire-fighting equipment, or how many hospitals.

There are a variety of sources available for the design criteria needed with each plan element. The Soil Conservation Service, for example, recommends that slopes in excess of 12 degrees not be cultivated. The State Parks and Recreation Department has developed standards for outdoor recreation sites, saying that campgrounds should provide four sites per acre with each site able to accommodate four persons. Every plan element will raise its own problems of design; and design criteria for each element can usually be obtained from state, federal, or private agencies specializing in that area.

The following is a more detailed example of design criteria — in this case for public schools. (See *Toward City, County, and Regional Comprehensive Planning in Idaho*, by Robert N. Wise.)

School sites should be selected according to planned residential land use and population growth. Their facilities — playing fields, auditoriums, etc. — should be considered as part of the total town plan for multiple use.

Elementary schools serve a single neighborhood, usually of 3-5,000 persons. The minimum size of an elementary school site should be at least five acres plus one acre for each 100 pupils. Building size should be limited to about 18 rooms with an average of 28 pupils per classroom (fewer for the first three grades). Walking distance to the school should not exceed $\frac{1}{4}$ mile.

Junior high schools serve several neighborhoods. Each site should have a size of 20 acres plus one acre for each 100 pupils over 400. Maximum enrollment should be 750, with 25 pupils per classroom. Walking distance to the school should not exceed $1\frac{1}{2}$ miles.

A senior high school serves an even wider community. Minimum site size is 30 acres plus one acre for each 100 pupils over 500. Maximum enrollment should be 1,500, with an average of 25 pupils per classroom. Walking distance to the school should not exceed 2 miles.

Such standards will be found for almost all elements of a plan. They provide manageable guidelines within which planning can proceed.

Policies, Goals, and Objectives

As mentioned in the introduction, planning is a way of managing change according to our desires. The two aspects of planning considered so far — plan elements and design criteria — do not yet constitute a plan, because they consist only of facts and do not account for people's needs and desires. They merely provide a solid factual base on which a plan can be built. The plan itself will take its shape according to the overall goals, objectives, and policies of the community concerned.

Goals are the hoped for end results of planned action; they are the targets a community aims at. They are based on the expressed needs of citizens and on the requirements of crucial plan elements.

Objectives are certain specific actions which would achieve stated goals. They address themselves to as many aspects of a general landuse problem as they can.

Policies state the guiding principles that will lead a community towards its objectives and ultimate goals.

The following is an example of the way goals, objectives, and policies together can be brought to bear on specific plan elements:

Natural resources

Goal: To secure the highest and best use of land resources for present and future generations.

Objective 1: To maintain agricultural land as a resource capable of continued development, so that public investments in water and land are protected, so that agriculturally-based industry is maintained, and so that a rural environment is retained near cities for agriculture, for open space, and for wildlife habitat.

Policies: 1. That prime agricultural lands be recognized as land in its best use and that it should be zoned for that purpose.

2. That prime agricultural land be protected from subdivision within $1\frac{1}{2}$ miles of incorporated cities, and that large-lot subdivisions of 1 to 5 acres be precluded as inefficient uses of land.

Objective 2: To utilize vacant lands lying within incorporated cities, so that public investments in utilities and services may be preserved and used efficiently, so that urban sprawl and its costs will be minimized, and so that quality in the urban environment can be maintained.

- Policies: 1. That tax assessment be evaluated on the basis of land rather than improvements.
2. That the county and associated governments prepare zoning ordinances that are clear, enforceable, and comprehensively planned.

At this point in planning, where goals, objectives, and policies are being established, it is possible to construct alternative strategies, or "scenarios." These are realistic, but fictional, accounts of what might actually be done to carry out certain policies. Each scenario can then be evaluated and compared to the others to determine which course of action would best meet local needs in the most efficient and acceptable way. The final comprehensive plan will contain the best of these plans-in-miniature.

Implementation

Throughout the planning process a number of questions will hover around each plan element, each standard of design, and each policy; but the question that should attract the most attention is the one asking, "How is this provision to be implemented?" Implementation is of vital interest to planners, because the power of a plan to do its job is identical with its adaptability to government. Counties and cities in Idaho are permitted by law to organize planning commissions to help guide growth and development, but a plan itself has no authority until its provisions are put into law by elected officials. In other words, a plan does nothing until it becomes part of the apparatus of government.

Government at all levels — federal, state, county, and city — has available a wide range of methods for implementing its policies. Chief among these methods are taxation, zoning, disbursement of public funds, and public easement. Planners bear these methods in mind as they identify plan elements, compile design criteria, and decide on policies.

Taxation is perhaps the most important tool for implementing the provisions of a comprehensive plan. The assessment of taxes according to certain policies applies an obvious economic pressure for compliance with those policies. Present methods seem to have contributed to the many problems that have made the need for planning so urgent; a revision of tax methods according to well-thought-out planning policies could go a long way toward solving these problems. Some possible revisions are these: authorities could modify tax policies to help stop urban sprawl and the deterioration of downtown property; cities could exempt tax increases on improvements to deteriorated property; evaluations could be made according to the value of a site to the community instead of to improvements made on it; or tax shelters could be provided for land uses that carry out the policies of comprehensive plans for growth and development.

Zoning is an important exercise of the regulatory, or police, power of government to protect the health, safety, and welfare of the public. City and county governments in Idaho are permitted by law to zone the areas under their jurisdiction in order to control various types of land use, the location and character of buildings, the density of population, and so on. Zoning ordinances can thus be made to

embody the provisions of a comprehensive plan. In fact, Idaho law requires that zoning regulations "... shall be made in accordance with a comprehensive plan." But planners still must take care to see that their documents effectively guide the formulation of zoning ordinances (and of other aspects of the police power, like subdivision regulation) so that planned policies are carried out in a systematic way.

Public funds come from tax revenue, from the management of public property, and from similar sources under the jurisdiction of elected governments. Obviously, how these funds are disbursed can affect the shape of a community. As long as moneys are used haphazardly, without the guidance of a comprehensive plan, development will continue to proceed — as it has done in most cases — haphazardly. In Idaho few counties or cities have made use of the long-range capital budget as a tool of municipal management; but careful budgeting of public funds is now being recognized as an effective way to implement the provisions of a comprehensive plan. Priority in the budget can be given to those projects — road building, urban renewal, sewer construction, etc. — that carry out the policies of the plan.

Public easement is an exercise of the governmental power of eminent domain. It is the procedure by which property is taken from private ownership, with just compensation, so it may be used for a higher, public purpose. Its importance for planners resides in the fact that it can radically alter the status of an established land use; through public easement, slums can be cleared for a pedestrian mall or for a park. Other methods of implementation are restricted largely to future developments. But in spite of its remedial powers, easement is rarely used, or used with great care, because it is the most blatantly coercive of managerial tools.

Public participation

The effective implementation of a comprehensive plan does not depend on the tools of government alone. In fact, the efforts of government will have very limited success if the plan itself does not reflect the desires of the people. Especially in the West where people have traditionally done for themselves, any action of government must have the encouragement and the approval of the citizenry. Planning must be conducted in a way that guarantees the largest measure of citizen involvement.

Appointed members of county or city planning commissions will actually produce the final document, often with the assistance of staff or consultants, but as they proceed in their task the general public can be involved in a number of ways. Through local workshops using a variety of sampling techniques, the public can actually determine the specific elements to be included in the plan, the policies that will govern it, and the tools by which it will be implemented. Citizen task force groups can be organized to work with members of the planning group on specific parts of the plan, putting it into a form that embodies public opinion. Public meetings can then be held in local communities to provide a forum for open discussion of plan proposals. Such meetings accomplish several things. Besides opening a way for the

public to help form policies, they educate; areawide concerns are put before individual citizens whose vision might otherwise have been more narrow. To the extent that public testimony at such meetings appears in the implementation of a plan, the average citizen will have a say where only vested interest spoke before. Public hearing should also be conducted when the plan and its related ordinances are in their final draft. These documents will be published for public review in local newspapers and broadcast over local radio and television stations. After the plan has had the broadest possible advertisement, and after it has been adjusted responsibly to the contributions of citizens — and only after these appeals to the public — the final draft will go to elected public officials for adoption.

Review and Revision

Once a plan has been adopted, it should come to life. As a public document it contains the aspirations of a community and attests to the vision of its citizens; but as a guiding, a shaping, or a working tool it lives only as it is implemented in public action. The success or failure of its provisions will become apparent more or less quickly, and it is part of the continuing process of planning to review a plan's success or failure and to revise it accordingly.

New facts will become apparent in the course of time that will introduce new plan elements, modify design criteria, or change the thrust of certain policies. To remain current, a comprehensive plan must have a dimension in time and must remain sensitive to these changes of fact. For example, the original projections of population growth may not materialize because of industrial failure, declining birth-rate, or some other unanticipated change. Likewise, a comprehensive plan must be sensitive to substantive changes of public opinion. These changes should not be fatal to an effective plan, which will take them into account and adjust its provisions as necessary.

That a plan can be adjusted to accommodate change, however, does not mean it is merely an *ad hoc* creature useful only in the short run. It is not a fixed blueprint; it is a guide. Its perspective is broad, even though its focus on detail is sharp. The success or failure of its various provisions will be measured against its own criteria. The establishment of criteria and policies that can manage change is, after all, what planning is about.

Summary

Without plunging oneself into the actual composition of a city, county, or regional plan, with all its complicated details and technical and legal problems, it is still possible to understand some of the basic methods by which planning

manages change. The paragraphs above have attempted to outline some of these methods. Here they are in skeleton form:

- Planning is the management of change, conceived comprehensively and guided systematically.
- Matters of local concern are identified as plan elements or components:
 - Population
 - Economic Development
 - Land Use
 - Natural Resources
 - Hazardous Areas
 - Public Services, Facilities, & Utilities
 - Transportation
 - Recreation
 - Special Areas & Sites
 - Housing
 - Community Design
 - Implementation
- Standards for each plan are established as *design criteria*.
- Goals, objectives, and policies are made to embody the needs and aspirations of the community.
- A plan is brought to life in its implementation.
 - Taxation
 - Zoning and regulation
 - Public Funds
 - Public Easement
 - etc.
- The integrity of a plan, and its chances of success, depend upon *public participation*, which is actively recruited as the plan is made and adopted.
 - Workshops
 - Task Force Groups
 - Town Meetings
 - Public Hearings
 - Publication and Broadcast
 - Petition and Voting
- The plan is made sensitive to change by its methods for review and revision.

QUESTIONS

1. What are some of the practical problems of planning?
2. List some plan topics that would have to be considered under these general headings: Political, Scientific, Social, Aesthetic.

THE ROLE OF LOCAL COMMUNITIES IN LAND-USE PLANNING

(Factual/explanatory)

Historical Perspectives

A direct result of the American Revolution beginning in 1776 was the abolition of British land policies and antique property laws and the establishment in their place of the right of citizens to freehold land ownership. Sovereignty of private landowners, however, was not immediate or automatic, because much of the territory of the nation — at one time constituting nearly three-fourths of the whole country — was in the public domain. (Idaho, still, has 70 percent of its land in public ownership.)

Early controversy over the proper management of these publicly owned lands was resolved largely by popular vigor. Attempts by administrations, such as that of John Quincy Adams, to manage the land as an "inexhaustible fund for progressive improvement" failed in the face of impulsive growth and expansion, because the general public expected, and demanded, immediate free access to the territory of the nation.

In spite of the Constitutional provision that "Congress shall have power to dispose of and make all needful rules and regulations respecting the territory or other property belonging to the United States," the government in fact did little to control development of the land. It did survey the country and devise a system of land registration, but even the price of land was effectively removed by such enactments as the Homestead Act of 1862, and by grants of land to the railroads and others, which encouraged private enterprise on public domain. A vivid image of early land policy is provided by well-known accounts of the land rush into the Oklahoma Territory, April 22, 1889, when a U. S. Army cavalryman's gunshot signaled the start of a mad stampede by thousands into the last frontier.

Going side by side with such chaotic manifestations of the "right to develop" was the right to protect and control. This right was interpreted by Americans to mean protection of property, not only from government manipulation, but also from impingement by competing private interests. It is no paradox that the most obvious form of land-use control — zoning — grew out of the 1920's in the heyday of laissez faire economics; for such land-use control was viewed as a way of preserving and controlling property values. In fact, the earliest examples of zoning come from California in the 1880's, where ordinances were passed as a way of discriminating against Chinese immigrants, whose businesses were thereby restricted to "the other side of the tracks."

Thus, historically, the control of land-use has been exercised primarily in favor of private property development. Powers over land use have been delegated to the local levels of government and controls have been designed, in effect, to accommodate private interests, without much regard to such matters as long-term public welfare, desirable patterns of land use, environmental impact, or many of the other problems of community living that press so urgently on the attention of modern public officials. Community planners

and public officials have often found themselves in a paradoxical position, especially as representatives of the public, because the implements of government seem designed to serve limited interests.

Perhaps out of a need to resolve such paradoxes, and certainly out of a need to give order to local growth, a number of states, beginning in the 1920's, passed enabling legislation that permitted local communities to form advisory planning commissions. Recent legislation in Idaho now requires that both counties and cities must establish planning and zoning commissions to give direction and meaning to their futures. At present, 57 percent of Idaho cities and 98 percent of the counties have planning and/or zoning commissions. The following table* summarizes the planning and zoning activities of Idaho cities and counties:

Of the 199 cities:

Number	Percentage	
113	57%	Have planning and/or zoning commission
96	48%	Are served by a regional council
32	16%	Have a comprehensive plan
58	29%	Have a zoning ordinance
49	25%	Have a subdivision ordinance
61	31%	Have a building code

Of the 44 counties:

Number	Percentage	
43	98%	Have planning and/or zoning commission
33	75%	Are served by a regional council
15	34%	Have a comprehensive plan
20	45%	Have a zoning ordinance
25	57%	Have a subdivision ordinance
12	27%	Have a building code

In Idaho, the ultimate responsibility for planning lies with the city councils and the boards of county commissioners. Planning and/or zoning commissions are appointed by these bodies and serve an advisory role to them; their recommendations have authority only when embodied in ordinances passed by the elected officials.

The Role of the City

Idaho cities may regulate, through zoning, the height and bulk of buildings, the density of population, the area around buildings, and the type of land and building use. Cities may also establish building codes and standards for the de-

*Local Planning Inventory, conducted by the Bureau of State Planning & Community Affairs Division of Budget, Policy Planning & Coordination, September, 1974.

velopment of residential subdivisions. To give effective direction and comprehensive scope to these tools of land-use control, Idaho cities are also empowered to create, by ordinance, a planning commission of from three to twelve members who are appointed by the mayor and confirmed by the city council. Appointment to a planning commission must be made on a non-partisan basis, and a member may be removed for cause by a majority vote of the city council. Conflict of interest is prohibited and will keep members from taking part in any proceeding or action in which the "member or employee or his employer, business partner, business associate, or any person related to him...has an economic interest."

Once appointed, a planning commission may elect its own chairman and fill other such positions as it deems necessary. The commission must hold at least nine public meetings each year, keeping public records of all business transacted. With approval of the city, it may receive and expend funds from federal, state, and other civic sources, and employ technical advisors and other help necessary for its work.

The specific duty of a planning commission is to conduct a comprehensive planning process designed to prepare, implement, and review and update a comprehensive plan, and adopt ordinances in accordance with the comprehensive plan as adopted.

The Idaho planning laws are directed toward the future; they do not have much to say about present conditions or past mistakes. For example, even though zoning ordinances must be based on a comprehensive plan, they are not retroactive and cannot require that existing land uses be changed or that existing structures be torn down. Cities do, however, have remedial powers granted by the "Idaho Urban Renewal Act of 1965," which provides for the rehabilitation, conservation, or redevelopment of deteriorated or deteriorating areas such as slums or urban blight.

The Role of the County

The planning law described above for cities applies equally to county planning commissions, granting to them the same authority and duties. Every city and county must create planning and zoning commissions. There are, however, provisions which uniquely affect county planning.

Zoning powers were granted to Idaho cities as early as 1925. The counties were not permitted to zone until 1957, when boards of county commissioners received the same zoning powers as Idaho city councils. This general grant of zoning powers, however, was modified by the exemption of agricultural lands from any action which would deprive any owner of full and complete use of agricultural land for agricultural production.

To implement their plans, counties, like cities, may also establish building codes and subdivision regulations, and the 1965 urban renewal law grants the county authority for carrying out urban renewal projects.

The Role of Cooperative Planning Commissions

In addition to the 243 general purpose city and county governments and 109 school districts in Idaho, there are more than 600 special purpose districts which have been formed through local initiative to improve roads and highways, to conserve the soil and range, to control weeds and insects, and so on. Such a proliferation of governmental units can result in confusion, duplication of effort, and fiscal waste.

Nevertheless, units of local government in Idaho that face common problems do not have to plan or act in isolation; their powers may be used cooperatively. Any power, privilege, or authority granted by the state constitution, the *Idaho Code*, or a charter held by a city or county may be exercised cooperatively with any other city, county, or special district, so long as such cooperation does not increase or diminish the authority of any state or local unit of government. This authorization also allows units of government in Idaho to cooperate with those in adjacent states or with agencies of the Federal Government.

Complementary to the powers of joint action held by state and local units of government is the power they have to cooperate in the formation of joint planning commissions.

The planning commissions of two or more cities within the county, may form joint planning commissions. The members of such a commission, the method of their appointment, and the apportionment of costs are to be agreed upon by the joint commission and the governing bodies involved. They are empowered to perform any duties for the region that are specified elsewhere in the planning law for city or county planning commissions.

Summary

Local governments in Idaho must plan and make land-use decisions about the land under their jurisdiction. They are empowered to manage their lands individually or cooperatively, as outlined above. A brief look, however, at how Idaho land is apportioned among the state and federal governments, cities, counties, and private property owners will put the situation in a larger perspective.

Total Public Land	 36,787,419.8 acres
Federal	 33,826,619.7 acres
State	 2,815,600.1 acres
County	 105,200.0 acres
City	 40,000.0 acres
Total Private Land	 16,122,600.0 acres

In other words:

Federal	 64%
State and Local	 5½%
Private	 30½%

Even with a state law that requires comprehensive planning, local Idaho communities would seem to play the major role in land-use planning in the state. Only local units of government apparently have the power to control, in a comprehensive and deliberate way, the direction of social and economic change in their localities. However, as the chart shows, only 5½ percent is held by private owners. Federal agencies therefore manage nearly two-thirds of the land in Idaho, and their policies do not necessarily spring from the local level.

Significant federal land-use decision-making powers reside in a variety of agencies. Their individual policies and actions often have a profound, almost over-powering, influence on local communities. It sometimes appears that the federal government has made the important land-use decisions, leaving only insignificant details of management to local levels of government. For example, federal policies in support of automobile transportation, instead of mass transport, has determined the shape of communities throughout the country. The interstate highway system has contributed greatly to problems of urban sprawl, the loss of agricultural land, a dependency on private automobiles, energy waste, air pollution and so on. Local planning, zoning, and subdivision regulations, as attempts to give order to chaotic growth along highways, are simply reflex actions to decisions made elsewhere. The same is true of local accommodations to policy decisions made by the Forest Service, the Bureau of Land Management, and other federal agencies whose land use affects local communities.

Similar problems are imposed upon local communities from the private sector. A corporation's decision to build a

factory, a power plant, a shopping mall, or whatever, imposes certain patterns of development on the community, not necessarily what people had hoped for, to which local government will have to accommodate. The exodus of downtown businessmen to a regional shopping center becomes more than a matter of private enterprise when the result is a deteriorating city center, declining tax revenue, and general urban blight.

To sum up briefly, a proliferation both of governmental agencies and of private development tends to dilute the power of local representative government to determine the shape of its community according to the community's own particular needs. A multitude of unrelated land-use decisions by federal agencies or by private developers, no matter how brilliant individually, add up to chaos. Against this tendency some force must be brought to bear if Idaho is to escape the environmental deterioration experienced elsewhere in the country. At present, the burden remains on local communities, individually or cooperatively, to assume the planning role.

QUESTIONS:

1. Does the law require, or only permit, land-use planning by local communities?
2. Should communities be required to plan?
3. Should planning be limited to local communities, or should larger governmental units, such as the state or Federal governments, take over the planning role?

"THE PLANNERS OF IDAHO, or WHO DECIDES HOW IDAHO LAND IS USED?"

(Factual/explanatory)

Decisions of land use in Idaho are made by a variety of agencies, some of them acting in concert with others, some acting with relative independence. At present there is no federal or Idaho state law that requires cooperation among the various people who have the power to make land-use decisions, so we must examine each agency separately.

FEDERAL AGENCIES

The U. S. Department of Agriculture Forest Service is responsible for the largest portion of federal land in Idaho. It administers a system of National Forests including the Sawtooth National Forest in central Idaho, the Boise National Forest northeast of Boise, and others like them throughout the state, which are managed for recreation, wildlife habitat, livestock grazing, mining, and timber production. The Forest Service is required by law to manage the National Forests according to a policy of balanced production and to administer the maximum sustained use of forest resources that will provide the greatest good for the American public.

Historically, *The U. S. Department of the Interior Bureau of Land Management (BLM)* surveyed and sold public lands in the Northwest Territory and eventually provided homesteads for settlers. Today, like the Forest Service, the BLM administers lands that are sources of minerals, energy, timber products, wildlife, recreation, and livestock forage — and also manages them according to a multiple-use, sustained yield policy; but BLM responsibilities further include the sale of public lands to individuals, organizations, local governments, and other federal agencies (such as the Bureau of Reclamation) when such transfers are in the public interest. As surveyor of federal lands and keeper of public land records, the BLM is a source of planning information.

The U. S. Department of the Interior Bureau of Indian Affairs manages land held in trust as reservations, such as those at Fort Hall and Duck Valley, for American Indians.

The U. S. Department of the Interior Bureau of Reclamation was formed specifically to develop water resources in western states by constructing projects to irrigate dry regions like the Snake River Plain in Idaho. This duty has been enlarged according to multiple-use policies to include hydroelectric power generation, domestic and industrial water supplies, recreational facilities, flood and sediment controls, and fish and wildlife protection.

The Environmental Protection Agency (EPA) has little direct control of land use except by requiring permits for industries, cattle feedlots, and similar operations that might pollute the environment with pesticides, solid waste, radiation, or noise. Environmental impact statements, which are required by law for many developments, are reviewed by EPA before they are submitted to the proper regulating agency.

The U. S. Department of the Interior Bureau of Outdoor Recreation (BOR) is responsible for federal programs relating to outdoor recreation. Several rivers in Idaho have been recommended by this bureau for classification as "wild and scenic rivers," which means that they are protected from certain uses that would destroy their scenic and recreational value. Other lands have been set aside as National Parks, National Monuments, Wildlife Refuges, or Recreation Areas to be managed by the Forest Service, the *Bureau of Sport Fisheries and Wildlife*, the *National Park Service*, and similar agencies.

The U. S. Department of Agriculture Soil Conservation Service (SCS) helps state and local agencies, corporations, and private individuals to manage agricultural land efficiently. It is one of a number of such federal services that help local communities and private enterprise to plan erosion control, seeding, grading, terracing, and other land improvements.

PRIVATE PROPERTY

Although the power of government over federal lands is perhaps obvious because they are public property, it is no less true that government at all levels — federal, state, and local — also has certain powers over the use of privately-owned land. These powers spring from the Constitutional responsibility of government for the general welfare of the people.

The tendency in America has been to encourage private enterprise by granting to individuals the right of local management, and accordingly most state powers of land-use control have been delegated to local governments.

These powers of land-use control are usually described as (1) the power of eminent domain, (2) the power of taxation, (3) the police power, and (4) the power of the public purse.

The power of eminent domain is exercised when private land is needed for public purposes, as when a city acquires property from home-owners in the path of a new highway. Airports, parks, slum clearance, and similar municipal projects may require the acquisition of private lands. Even with "just compensation" an owner may not be happy to have his property taken from him, but the public good prevails. This power is important politically, not because of the amount of land taken, which has always been small, but because of its coercive nature.

The power of local governments to tax land according to the use being made of it applies obvious pressures. How a developer improves his property will be determined in part by the cost he must pay in taxes.

The most important of the police powers exercised by government is zoning. Both the county commissioners and the city councils in Idaho can zone lands under their juris-

diction to guarantee the health, safety, and general welfare of the community. Zoning ordinances regulate the size, height, and location of buildings, the sizes of lots, the density of population, and the location of industry, residence, trade, and other uses. A notable exemption from zoning regulation in Idaho is agricultural land.

Other police powers of state and local government include subdivision regulations, which outline how lots can be divided for development, and licenses or permits, which guarantee public standards, for certain kinds of businesses.

The power of the public purse refers to the control governments have over the way public funds are spent. Priority can be given in the budget for preferred developments; or funds can be withheld from projects that do not comply with certain standards, and thus the standards can be enforced.

All of these powers are manifest in budgets, laws, or ordinances, passed by county boards of commissioners and city councils elected by the public. Another power of interest to the student of land-use control has come into the limelight rather recently in the form of *planning commissions* and *councils of governments* (COGs). These commissions are authorized to make suggestions for the orderly development of land in their communities. They can only recommend plans for land use, but zoning ordinances passed by counties or cities must comply with some kind of comprehensive plan, and the planners thus acquire a degree of authority.

STATE AGENCIES

When Idaho became a state certain lands that had been held by the federal government were transferred to state management in order to provide support for the public schools. These endowment, or grant, lands, as well as the lands subsequently acquired by the state, are managed by a variety of agencies.

The Idaho Board of Land Commissioners, consisting of the Governor, Attorney General, Secretary of State, State Auditor, and Superintendent of Public Instruction, administer grant lands to provide the greatest revenue to the state endowment funds. The Board together with the *Department of Lands* also supervises strip and dredge mining, leases geothermal sites, and controls the beds of navigable waters.

Other state agencies, such as the *Department of Water Resources* and the *Department of Health and Welfare*, allow or forbid certain land uses at both state and local levels. For example, the Department of Water Resources decides whether to grant permits to mines, feedlots, food processing plants, and similar industries that return water to streams and lakes after using it in their operations. The Department might call on the Department of Health and Welfare to test the water for unacceptable levels of pollution, and they might ask other state agencies like the *Fish and Game Department* what the impact will be on wildlife and other resources.

The Idaho Water Resource Board, a relatively new agency, is now working on a comprehensive state water and related land-use plan that will guide many future resource decisions.

When highway, cemetery, irrigation, and school districts — not to mention the many private corporations and developers — are added to this list of state land-use decision-makers, the need for cooperation and coordination becomes apparent. State, federal, and private lands in some cases are so intermingled that the responsible agencies make conflicting decisions about adjacent lands.

The Division of Budget, Policy Planning, and Coordination Planning Bureau was organized to provide a means of coordination throughout the state. The Agency works with all levels of government in many different capacities but primarily by assisting cities, counties, and regional bodies to establish planning programs in the form of planning commissions or Councils of Governments and then by helping these commissions implement their plans with aid from the state or the federal government.

In summary, the following is a relatively complete list of specific agencies, and types of agencies, whose advice and cooperation would be important for any local planning effort in Idaho. They are arranged according to their particular area of concern.

COORDINATION AND ASSISTANCE

Division of Budget, Policy Planning, and Coordination
Planning Bureau
Local planning agencies (COGs, etc.)

LAW

County Prosecuting Attorney

AGRICULTURE

Soil Conservation Service
Local Irrigation Districts

CONSERVATION AND RECREATION

Idaho Water Resources Board
U. S. Army Corps of Engineers
Idaho Fish and Game Department
Idaho Department of Parks and Recreation
U. S. Geological Survey
Environmental Protection Agency

MUNICIPALITIES

City Fire and Engineering Departments
County Engineer

UTILITIES

Idaho Power Company
Mountain Bell Telephone Company
Intermountain Gas Company

TRANSPORTATION

Local Highway and Road Districts
Federal Aviation Administration
Idaho State Board of Aeronautics

ECONOMY

Idaho State Department of Employment
Idaho Department of Commerce and Development
Local Chamber of Commerce

HEALTH

Idaho Department of Health and Welfare
Local Health Departments

HOUSING

Federal Housing Administration
Local Housing Authority

EDUCATION

Local School Districts
Local Colleges and Universities

PRIVATE CITIZENS

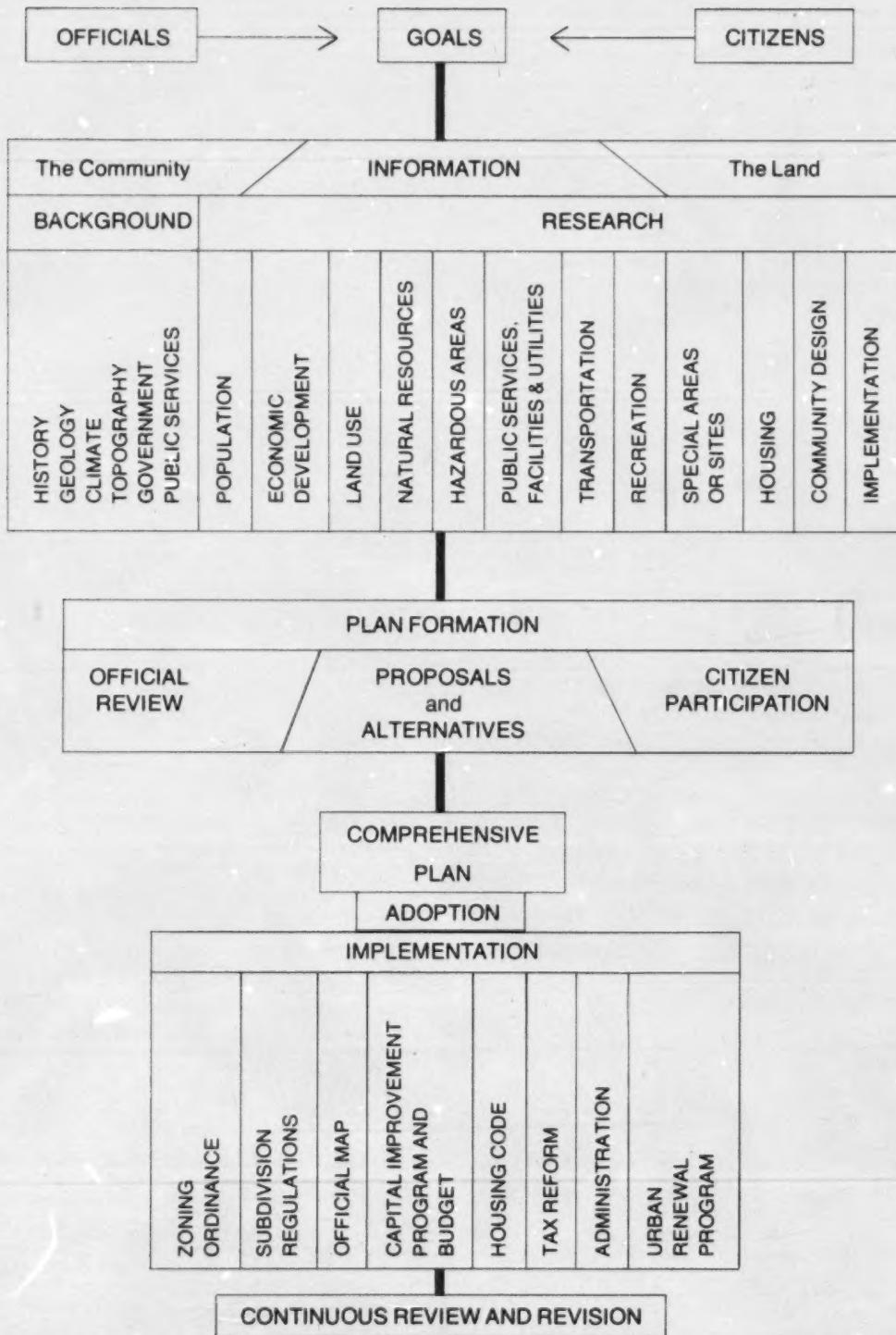
Private citizens, of course, make daily decisions about the way they use their own property. Some of these decisions affect only the individual, his family, or his business, but many others affect his neighbors as well. Courtesy and cooperation thus combine with self-interest and the law to shape a neighborhood.

As individuals look at the larger community of the city, the county, the state, and even the nation, they find their power to influence land use in such democratic processes as public hearings, petitions, and elections. To the extent that comprehensive plans and the acts of elected officials in fact reflect the desires of the public, the average citizen participates in the shaping of his community.

QUESTIONS

1. Who makes the most important land-use decisions — government or private citizens?
2. Should government have more, or less, power over land use? What level — which agencies — officials?
3. How can the average citizen be given more of a say in the management of land?
4. What are some important differences between the governmental powers of (1) eminent domain and (2) policing? Do both require "just compensation" when they impinge on private property?

THE PLANNING PROCESS



THE LEGAL FRAMEWORK FOR LOCAL PLANNING IN IDAHO

Local planning and implementation of land-use controls are provided for by legislation recently enacted in Idaho. Title 67, Sections 6502 through 6529, of *The Idaho Code* which become effective July 1, 1975, repeals previous planning and zoning laws and establishes in their place the following guidelines for fully local control of land use:

6502 — The significant purposes that can strengthen local ordinances are:

(e) To encourage the protection of prime agricultural, forestry, and mining lands for production of food, fiber, and minerals.

(f) To encourage urban and urban-type development within incorporated cities.

(h) To ensure that development on land is commensurate with the physical characteristics of the land.

6503 — A city or county is basically required to: prepare a comprehensive plan, adopt a zoning ordinance, adopt a subdivision ordinance, and negotiate an area of city impact.

6504 — The city council or board of county commissioners may exercise planning and zoning functions. Legally authorized existing planning, zoning, or planning and zoning commissions may continue to function. A planning, zoning, or planning and zoning commission may be appointed with powers to appoint subcommittees. A hearing examiner may be appointed to hear and act on permit applications.

6505 — Combinations of several city and county jurisdictions may form a joint planning, joint zoning, or joint planning and zoning commission.

6506 — Requires broad representation on the commission and requires nonparticipation of the governing board, commission members, or staff in matters when a relative or an economic partner is concerned.

6507 — The commission shall include citizen involvement in the planning program. The commission may seek legal litigation to fulfill its function.

6508 — The comprehensive plan shall consist of the following components: population, economic development, land use, natural resource, hazardous areas, public services — facilities — utilities, transportation, recreation, special areas or sites, housing, community design, and implementation unless the plan specifies why any are unneeded.

6509 — A comprehensive plan cannot be amended more frequently than every six (6) months. A hearing procedure is outlined for the adoption, amendment and repeal of a comprehensive plan, zoning ordinance, special use permit, and variance.

6510 — Existing comprehensive plans shall be updated by January 1, 1977.

6511 — A zoning ordinance shall be adopted, amended, or repealed in accordance with the adopted comprehensive plan.

6512, 6515, and 6516 — These sections provide for the commonly used provisions of existing zoning ordinances; namely, special use permits (commonly

referred to as conditional use permits), planned unit developments, and variances.

6513 and 6514 — Existing zoning and subdivision ordinance shall be adopted, amended, or repealed by January 1, 1978.

6517 — A future acquisitions map may be adopted by public agencies that identifies lands proposed for acquisition.

6518 — Standards may be adopted that extend beyond the general health and safety considerations.

6519 — A permit granting process, fee, procedure time period, and findings shall be required for all permits. An action to deny or grant a permit shall specify:

1. The ordinance and standards used in evaluating the application;
2. The reasons for approval or denials; and
3. The actions, if any, that the applicant could take to obtain a permit.

6521 — A hearing officer may be appointed to hear and make recommendations on subdivision, variance, and rezone requests.

6521 — Twenty (20) or more affected persons may require that a hearing be held by the commission or governing board for a special permit, rezone, variance, or subdivision.

6522 — For the convenience of applicants, permits may be combined and appropriate permits forwarded to the county assessor.

6523 and 6524 — Emergency ordinances, moratoriums, and interim ordinances can be adopted for a specified reason and time period.

6525 — The commission and governing board, prior to annexation, shall hold public hearings concerning the proposed plan and zoning ordinance changes for an annexed area.

6526 — Cities and counties, by January 1, 1977, shall determine a geographical area of city impact and by January 1, 1978, determine which comprehensive plan and ordinances shall apply.

6527 — A violation of city or county ordinances is a misdemeanor.

6528 — City and county plans and ordinances shall supersede other special district or state requirements, except for the following:

1. More restrictive special district or state requirements;
2. State legislative action;
3. State transportation systems of statewide importance; and
4. Action by the Public Utility Commission.

6529 — No power is granted to cities and counties to restrict agricultural activity. Agricultural land shall be defined by local ordinance or resolution.

APPENDIX

How to make your own land-use simulation games

The activities in this workbook are only a small sample of the many classroom experiences possible for students interested in problems of land use. The workbook itself was designed in part to provide a few fully-developed materials for teachers who too often do not have the time to collect, design, and construct their own; but they remain examples, and something should be said about how teachers can devise their own games and simulations.

The educational purpose of a game or simulation is to teach students about the real situation it imitates. Ideally, it should present as true and accurate a picture of the real situation as possible, and its outcome should be determined by the same factors that would determine the outcome of the real situation.

Practically, of course, games and simulations are artificial, adapted to the limitations (and the advantages) of the classroom. The real situation is greatly simplified and abstracted, but the general principle of realism still pertains. What follows is a general outline of how to proceed with designing a game or simulation:

1. Decide specifically what the activity will teach.
2. Select a real-life situation to imitate.
 - a. Identify a problem or issue to be decided. (News-papers are full of these.)
 - b. Choose an example that can be easily adapted.
3. Design the general structure.
 - a. Describe participant roles.
 - b. Outline the context (resources, social and governmental institutions, history, etc.).
 - c. Establish participant goals.
 - d. Organize a sequence of events.
 - e. Tighten up specific rules by which participants will be guided to a conclusion.
4. Design materials (maps, role cards, data sheets, etc.).
5. Test and revise.

Limitations of time, space, and discipline in the classroom should always be kept in mind. Avoid idle time for players; sequential activity usually leaves some students waiting with nothing to do. Design things so everyone is occupied at the same time. Also avoid having participants do long calculations or written documents, *during game time*, as they will dissipate the dramatic interest of the game.*

*For a more detailed discussion of games, see *Simulation Games*, by Samuel A. Livingston and Clarice Stasz Stoll. New York: Free Press, 1973.

AUDIO-VISUAL AIDS

The following entries were gleaned from local and regional catalogues. The descriptions have been condensed, and the rental rates are those listed — subject to change. For specific information on how to order and reserve films, contact the appropriate agency.

ASF — Association-Sterling Films, 915 N.W. Avenue, Portland, Oregon; (503) 226-7695.

AVC — Audio Visual Center, University of Idaho, Moscow, Idaho 83843; (208) 882-6411.

AVI — Audiovisual Instruction, Oregon Division of Continuing Education, Gill Coliseum 133, Corvallis, Oregon 97331; (503) 754-2911.

IMC — Instructional Materials Center, Educational Film Service, Boise State University, 1910 College Blvd., Boise, Idaho 83725; (208) 385-1126.

ISU — Audiovisual Department, Idaho State University, Pocatello, Idaho 83201.

1. *What Are We Doing to Our World?* Considers pollution, population, land usage, etc. Defines ecology and shows specific world problems. Color. 52 min. #9028. \$13.25. AVI.
2. *United States Expansion: Settling the West (1953-1890)*. Tells how the West was settled: mining, cattle ranching, homesteading, and farming. 14 min. #4668. \$5.50. AVI.
3. *Applied Ecology*. (high school) Discusses misuse of land and resources, reclamation, and classification of land for its best use. Color. 28 min. #0237. \$9.50. AVI.
4. *Cities in Crisis: What's Happening?* Impressionistic study of sprawl and unplanned growth of cities in the U.S. — littering, pollution, signs, related aesthetic design, etc. No narration. Color. 22 min. #8571. \$7.75. AVI.
5. *Boomsville*. Animated depiction of what humans have done to the environment from the first explorers to modern times. No narration. Color. 10 min. #9082. \$5.75. AVI.
6. *So Little Time*. Roger Tory Peterson presents the question, "Is a continued high standard of living worth the cost of the extinction of so many wild species?" — a look at marshland being drained and developed. Color. 29 min. #2167. \$1.50. AVC.
7. *Cities: How They Grow*. Discusses factors determining location and growth of cities, together with alternative types of cities and city plans. Black and White. 11 min. #1091. \$2.70. AVC.
8. *Changing City*. Economic, social and cultural forces that have caused growth of cities. Discusses problems of planning land use, and authority. Color. 16 min. #1353. \$4.70. AVC.

9. *What is a City?* Explains the location and growth of cities with regard to the needs of people and to the work they do. Black and White. 11 min. #10439. \$2.00. IMC.
10. *Multiply and Subdue the Earth.* Analyzes man's relationship to his environment, with emphasis on the need to maintain ecological balance when opening up new developments. Color. 70 minutes. #20169 or 30170. \$9.50. IMC. Free from Federal Highway Administration.
11. *The Rise of the American City.* Mayor John Lindsay and comedian Godfrey Cambridge comment on the problems at the heart of urban America — pollution, poverty, social unrest. Color. 32 min. #30261. \$7.25. IMC.
12. *Problems of Conservation — Air.* Color. 15 min. #20384. \$5.50. *Problems of Conservation — Minerals.* Color. 16 min #20377. \$5.50. *Problems of Conservation — Our Natural Resources.* Color. 11 min. #20349. \$5.50. *Problems of Conservation — Soil.* Color. 14 min. #20359. \$5.50. *Problems of Conservation — Water.* Color. 16 min. #20380. \$5.50. *Problems of Conservation — Wildlife.* Color. 13 min. #20794. \$5.50. A series of individual films discussing the nature of various resources, their use and misuse by humans, and their importance to human life. IMC.
13. *Open Space.* Depicts the preservation of land and the encroachment of man on nature. Color. 11 min. IMC. \$3.75.
14. *Must We Have Noise?* Discusses sounds, both natural and artificial, and censures noise pollution. Color. 11 min. \$3.75. IMC.
15. *The House of Man, part I: Our Changing Environment;* also *The House of Man, part II: Our Crowded Environment.* Two films treating general problems related to land use, the waste of resources, the pressures of population, food shortages, poverty. Each 11 min. ISU.
16. *What is Ecology?* Introduces the study of ecology by illustrating the wide variety of interrelationships between plants, animals, and their environment. 11 min. ISU.
17. *Off Road Controversy.* Examines the increasing use of trucks, jeeps, snowmobiles, motorcycles, and similar vehicles in unspoiled areas. Considers ecological impact, individual rights, changes in recreational tastes, etc. Color. 27 min. #G-555. ASF.

Selected Bibliography

General

- Cluster Development.* By William Whyte. New York: American Conservation Association, April, 1974.
A useful guide for private developers.
- Concepts of Ecology.* By Edward J. Kormondy. Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1969.
Excellent summary of basic ecological principles, with chapters on pollution and population. Available in paperback.
- Design with Nature.* By Ian L. McHarg. Garden City, N.Y.: Doubleday & Company, Inc., 1971.
Excellent treatment of the ecological approach to land use, with general discussion alternating with specific practical examples. Plenty of illustrative material.
- Environmental Planning: Law of Land and Resources.* By Arnold W. Reitze. Washington, D.C.: North American International, 1974.
A comprehensive, and sometimes technical, discussion of the legal framework for planning and environmental control in America. Together with Reitze's other book, *Environmental Law*, it describes most of the legislation and most of the agencies concerned with land use.
- Fundamentals of Ecology.* By Eugene P. Odum. Philadelphia: W. B. Saunders Company, 1971.
General textbook of ecology with chapters applying to resources, pollution, and population.
- Future Environments of North America.* Edited by F. Fraser Darling and John P. Milton. New York: The Natural History Press, 1966.
Excellent and comprehensive collection of essays and discussions by world experts in ecology, economics, and planning.
- Land Use.* Reprinted from *Environmental Quality — 1974*, the fifth annual report of the Council on Environmental Quality. For sale by the Superintendent of Documents, U.S. Government Printing Office (\$1.20). Stock #4111-00024.
Excellent, up-to-date analysis of current land-use problems, especially the cost of sprawl, identifying issues and options.
- Land-Use Controls in the United States.* By John Delafons. Cambridge, Mass.: The M.I.T. Press, 1973.
Concise discussion of the history, objectives, and methods of land-use controls in America, especially as they apply to American traditions and institutions.
- Man-made America: Chaos or Control?* By Christopher Tunnard and Boris Pushkarev. New Haven: Yale University Press, 1963.
Well-illustrated discussion of land-use design, emphasizing the importance of aesthetic quality.

Planning Design Criteria. By Joseph de Chiara and Lee Koppelman. New York: Van Nostrand Reinhold Company, 1969.

A comprehensive compilation of design criteria for most aspects of planning.

The Taking Issue. Written for the Council on Environmental Quality by Fred Bosselman, David Callies, and John Bana. For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 (\$2.50), Stock #4111-00017, 1973.

An excellent and exhaustive study of the Constitutional limits of government to "take" land by regulation; concludes, among other things, that "the popular fear of the taking clause is an even more serious problem than actual court decisions," and that "there is little historical basis for the idea that a regulation of the use of land can constitute a taking of the land."

The Use of Land: A Citizen's Policy Guide to Urban Growth. Edited by William K. Reilly. New York: Thomas Y. Crowell Company, 1973.

Good general discussion of the background, the urgency, and pertinence of land-use problems. Available in paperback.

Idaho

Handbook for Elected City Officials in Idaho. By Nichols, Welche, Duncombe, Hall, and Porter. Moscow: University of Idaho Bureau of Public Affairs Research, 1969.

Though intended specifically for elected officials, this handbook has informative chapters on planning, zoning, subdivision control, and urban renewal; it outlines the legal framework for these responsibilities of local government.

Handbook for County Officials in Idaho. By Duncombe, Jerome, Nagan, and Pell. Moscow: University of Idaho Bureau of Public Research, 1972.

Similar to above, but for elected county officials.

Idaho Economic Atlas. Edited by Harry H. Caldwell. Moscow, Idaho: Idaho Bureau of Mines and Geology, 1970.

Good general source of information about Idaho population, economy, geography, etc.

Idaho Environmental Issues. Published by the Idaho Wildlife Federation. Boise, Idaho: Boise Printing Company, n.d.

A collection of articles by Ken Robison, Ted Trueblood, Martel Morache, and others on specific environmental problems of Idaho. Available for \$2 from the Idaho Wildlife Federation Environmental Education Fund, 1304 Eastman Street, Boise, Idaho 83702. Good for selected readings.

Land Use Planning for Idaho. Prepared by the League of Women Voters of Idaho, publication #36, 1974.

A good brief summary of facts and issues about land-use planning in Idaho. Available for \$1.00 from League of Women Voters of Idaho, Box 815, Twin Falls, ID 83301.

Regional Cooperation in Idaho. By R. John Eyre and Scott B. McDonald. Pocatello, Idaho: Idaho State University Government Research Institute, 1974.

Good general discussion of federal government and regional cooperation as it applies to Idaho (COG's, etc.).

State and Local Government in Idaho. By Glenn Nichols, Ray Jolly, and Boyd Martin. Moscow: University of Idaho, Bureau of Public Affairs Research, 1970.

A collection of articles outlining the structure and functions of Idaho state and local units of government.

Subdivision Regulation Guidelines for Cities and Counties.

By L. Ray Mickelson. Idaho State Planning and Community Affairs Agency (now The Division of Budget, Policy Planning and Coordination), Statehouse, Boise, Idaho: 1973.

Detailed guidelines for the development of subdivision regulation ordinances; useful for both officials and developers.

Toward City, County, and Regional Comprehensive Planning in Idaho. By Robert N. Wise. Boise: State Planning and Community Affairs Agency, 1972.

Detailed discussion of land-use planning, intended as a specific guide for officials, but useful as a general discussion of how to plan, how to implement plans, and related subjects pertaining to land use in Idaho.

See also various short articles in such periodicals as:

Journal of Soil and Water Conservation

"A Primer on Planning," January-February, 1973, Vol. 28, No. 1, pp. 1-31.

"Controlling Growth in the Urban Fringe," July-August, 1973, Vol. 28, No. 4, pp. 155-161.

"The Expanding Public Interest in Private Property," May-June, 1974, Vol. 29, No. 3, pp. 109-113.

"A Framework for Agency Use of Public Input in Resource Decision-Making," March-April, 1974, Vol. 29, No. 2, pp. 60-66.

Time

"The new American Land Rush," October 1, 1973, beginning on page 80.

Provocative article on land use problems, particularly the recent boom in land speculation and development. Good photographs.